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Scoping Report

Canyons of the Ancients National Monument

Submitted to:

U.S. Bureau of Land Management

Submitted by:

Jones & Stokes

March 2004

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Scoping Report

Canyons of the Ancients National Monument

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Acronyms and Abbreviations

ACEC	Area of Critical Environmental Concern
ACHP	Advisory Council on Historic Preservation
AEP	Adaptive Ecosystem Management
AHC	Anasazi Heritage Center
BLM	Bureau of Land Management
CEQ	Council on Environmental Quality
CDOW	Colorado Division of Wildlife
CFR	Code of Federal Regulations
CWPA	Citizens' Wilderness Proposal Areas
DNR	Colorado Department of Natural Resources
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FLPMA	Federal Land Policy and Management Act
GIS	Geographic Information System
GPS	Global Positioning System
GSENM	Grand Staircase-Escalante National Monument
MOU	Memorandum of Understanding
NAGPRA	Native American Graves Protection and Repatriation Act
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NOI	Notice of Intent
NPS	National Park Service
NTC	BLM National Training Center
OHV	Off-Highway Vehicle
RAC	Resource Advisory Council
RMP	Resource Management Plan
ROD	Record of Decision
SHPO	Colorado State Historic Preservation Office
SJCA	San Juan Citizens Alliance
SJ/SM	San Juan/San Miguel Planning Area
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
VRM	Visual Resource Management
WSA	Wilderness Study Area

Scoping Report
Canyons of the Ancients National Monument

Introduction

Overview/Purpose and Need

The U.S. Department of Interior, Bureau of Land Management (BLM) Canyons of the Ancients National Monument (Monument) formally initiated the development of a Resource Management Plan (Plan) and associated Environmental Impact Statement (EIS) on April 24, 2002.

The Monument was established on June 9, 2000, with the signing of Proclamation 7317 (Appendix A) by President William J. Clinton. BLM currently manages the Monument according to various criteria, including the Proclamation, Interim Management Guidelines, the 1985 *San Juan/San Miguel Resource Management Plan* (SJ/SM-RMP), management prescriptions for the Anasazi Area of Critical Environmental Concern (ACEC), and other related laws, regulations, policy, activity plans, land use authorizations and permits.

The Monument encompasses 164,000 acres of high desert in the southwest corner of Colorado. Established on federal lands administered by BLM, the Monument was established to protect cultural and natural resources on a landscape scale. The rugged landscape contains the highest known density of archaeological sites in the United States and is home to a variety of wildlife species, including unique herpetological resources.

The cultural resources located on the Monument, which include archaeological and historical resources, have been a focal point of interest for more than 125 years. To date, approximately 6,000 sites have been recorded, reflecting all the physical components of past human life, including villages, field houses, check dams, reservoirs, great kivas, cliff dwellings, shrines, sacred springs, agricultural fields, petroglyphs, and sweat lodges. The total number of sites on the Monument is estimated at 20,000 to 30,000, with some areas having more than 100 sites per square mile.

The purpose of the Plan is to determine the management approach for the Monument. The primary objective of the Plan is to provide protection for the values (e.g., cultural resources) for which the Monument was created.

Prior to designation of the Monument by Presidential Proclamation, the 1985 SJ/SM-RMP provided a vision for managing public lands on the Monument. The act of designation, however, coupled with significant changes that have occurred over the last 19 years in demographics, resource conditions, and BLM policy, require development of an up-to-date Plan.

Through development of the Plan, a common vision for the Monument will be identified, along with objectives and management actions for fulfilling that vision. The associated EIS will propose alternative solutions to planning issues, in addition to identifying potential impacts associated with each alternative. The EIS will also identify BLM's preferred alternative, which will be based on both public input and BLM's need to adhere to current laws, regulations, and planning guidance. The Record of Decision (ROD), when signed by the Director of the BLM Colorado State Office, provides the "official" approval of the EIS.

The initial step in developing an RMP is the scoping process. The scoping process is an integral step to both the planning and environmental compliance processes. "Scoping" is a term from the National Environmental Policy Act (NEPA) that describes the process by which federal agencies make certain that any action incorporates early and open public involvement. Public involvement opportunities throughout the planning process include public meetings and workshops, Monument Advisory Committee (Committee) meetings (open to the public), and newsletter updates distributed via the U.S. Postal Service and email. BLM has also taken the initiative to develop a "Monument Planning Website" that offers an array of information, including text of the Presidential Proclamation, Interim Management Guidance, and the Preparation Plan; a complete listing of scheduled public meetings; geospatial data which can be viewed and downloaded; and comment submittal forms and information. This website can be accessed at <www.blm.gov/rmp/canm>.

This report documents the public scoping process completed to date for the development of the Plan. More specifically, the Plan includes a description of the process itself, an analysis of the comments and concerns received from stakeholders, a full range of scoping issues, preliminary planning criteria, and a description of the future steps in the planning process. The scoping issues identified in this report will guide the development of planning alternatives.

Description of the Planning Area

The Monument is located in the Four Corners region of southwestern Colorado about 50 miles west of Durango, 3 miles west of Cortez, and 12 miles west of Mesa Verde National Park (Figure 1). The Monument is located entirely within Montezuma and Dolores Counties.

The entire planning area covers 183,000 acres. As previously noted, 164,000 acres are federal lands administered by BLM. Of the remaining acreage, four small parcels totaling 400 acres lie within the Hovenweep National Monument, managed by the National Park Service (NPS). These parcels are located in the southwest and southeast

quadrants of the Monument. The remaining 18,600 acres within the Monument planning area consist of privately owned parcels.

Collaborative Planning Process

The BLM Land Use Planning Handbook (H-1601-1) defines collaboration as "a cooperative process in which interested parties, often with widely varied interest, work together to seek solutions with broad support for managing public and other lands." BLM is committed to developing an interactive and dynamic planning process that involves input from the widest possible area. To ensure this collaborative planning process is a success, BLM has contracted with the consulting firm of Jones & Stokes to conduct meetings and facilitate the NEPA-mandated planning process. BLM has also offered expanded opportunities for direct citizen participation through the Committee and other forms of local collaborative groups.

On June 6, 2003, the Committee was established to advise the Secretary of the Interior and BLM on development and implementation of the Plan. The first Committee meeting was held on July 29, 2003 at the Anasazi Heritage Center (AHC); the Committee will continue to meet regularly throughout the planning process. The Committee's duties include gathering and analyzing information; conducting studies and field examinations; hearing public testimony; advising BLM on establishing priorities, goals, and objectives; developing recommendations for implementation of ecosystem approaches to management; and advising BLM on local collaborative management approaches.

The Committee consists of 11 members living within or in reasonable proximity to southwestern Colorado. They were selected based on their knowledge and special expertise in the category of interest they were nominated for, and will serve for 4 years. The 11 Committee members and the category of interest they represent are as follows:

- Montezuma County Commission Representative – Glenn (Kelly) Wilson;
- Dolores County Commission Representative – Duane Gerren;
- Two Tribal/Pueblo Representatives – Tito Naranjo and Selwyn Whiteskunk;
- Two Cultural Resources Representatives (one representing regional interests and one residing in and representing the local area) – William Lipe and Mark Varien;
- Livestock Grazing Permittee in the Monument Representative – Chris Majors;
- Fluid Minerals Development Representative – Robert Clayton; and
- Three people representing any of the following: private landowners on or adjacent to the Monument, recognized national or regional environmental or resource conservation organizations, off-road vehicle use, commercial recreation, and/or representing statewide perspectives with no financial interest in the Monument – Elizabeth Tozer, Chuck McAfee, and Howard Poe.

Additional collaborating agencies and organizations BLM has met with or is in contact with include: Colorado Historical Society, Colorado Department of Natural Resources,

Montezuma and Dolores Counties, Native American tribes, USDA Forest Service, NPS, and U.S. Fish and Wildlife Service (USFWS).

Scoping Process

BLM follows the public involvement requirements according to the Council on Environmental Quality (CEQ) regulations set forth in Title 40 of the Code of Federal Regulations (CFR), Part 1501.7, which states, "There should be an early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action." The scoping process is open to agencies and the public to identify their range of issues to be addressed during the planning process. BLM solicits comments from relevant agencies and the public, organizes and analyzes all of the comments received, and then identifies the issues that will be addressed during the planning process. These issues are the scope of analysis for the Plan.

The formal public scoping process for the Monument began on April 24, 2002 with the publishing of a Notice of Intent (NOI) in the Federal Register. The NOI initiated the public scoping process and served to notify the public of BLM's intent to develop a Plan for the Monument. Under CEQ regulations, the public comment period must continue for at least 30 days; however, BLM extended this public comment period until November 28, 2003, which provided over 200 days for comment submittal. Although the formal comment period has ended, BLM will continue to consider all comments received.

BLM hosted three public scoping workshops to further provide the public an opportunity to become involved and offer comment. The public scoping workshops were advertised in a brochure titled "Canyons of the Ancients National Monument Planning Newsletter #1" (September 2003) (Appendix B), which was mailed to more than 350 individuals and organizations, and emailed to approximately 280 addresses. BLM's scoping workshops for this planning effort were also advertised through media releases, public service announcements, and flyers that were posted in various locations.

Planning Newsletter

Planning Newsletter No.1 provided an overview of BLM's planning process, recapped the selection of the Committee, and outlined the public involvement portion of the planning process. Inserted in Planning Newsletter No. 1 was a preaddressed "Scoping Worksheet" that interested individuals could complete and return to BLM. The worksheet contained a series of five questions to guide individuals as they submitted their comments on the Monument.

In subsequent months, six additional volumes of the planning newsletter are to be distributed that will provide details on other, later phases of the planning process.

Media Releases

BLM also prepared a media release (Appendix C) and public service announcement to introduce the project and announce the scoping workshops. These were issued to local and regional newspapers, television, radio, and elected officials as follows:

- Newspapers: Farmington Daily Times, Inc., Denver Post, Durango Herald, Durango Weekly, Durango Telegraph, Durango-Silverton Narrow Gauge Railroad, Dolores Star, Cortez Journal, The Free Press (Cortez area), Silverton Standard, Dove Creek Pass, Southern Ute Drum, Pine River Times (Bayfield area), Rocky Mountain News, Albuquerque Journal-Tribune, Colorado Discoveries, Associated Press.
- Television Stations: KREZ-TV, KREX-TV, KKVO-TV, KCNC-TV, KMGH-TV, KUSA-TV, KOAT-TV, KRQE-TV, KOB-TV, KOBF-TV, DCAT-TV, and Group Four Teleproductions, Inc.
- Radio Stations: KDUR-FM, KSUT-FM, KRTZ-FM, KOTO-FM, KWUF-FM, KPCL-FM, KDGO-FM, and Four Corners Broadcasting.
- Colorado Elected Officials: Congressmen, Senators, and State Representatives

Flyers

Flyers were distributed throughout several communities and advertised the locations and times of the scoping workshops. An example of the flyer can be found in Appendix D. Locations where flyers were posted are as follows:

- Cortez: Wal-Mart, Cortez City Hall, County Courthouse, City Market Grocery Store, Safeway Grocery Store
- Mancos: Absolute Bakery, Mancos Library, Mancos Townhall, Mancos Visitor Center, P&D Grocery
- Dolores: Dolores Townhall, Dolores Food Market, Dolores River Brewery, Dolores Library, Dolores Public Lands Office, Anasazi Heritage Center
- Dove Creek: County Courthouse
- Durango: Durango Public Library, Wal-Mart, San Juan Public Lands Center, Community Recreation Center, Durango Natural Foods, Pineneedle Mountaineering, Nature's Oasis, Gardenswartz Sporting Goods, Backcountry Sports, Bread, Mountain Bike Specialists, Maria's Bookstore, Steaming Bean
- Denver: BLM Colorado State Office Library

Table 1 lists all scoping workshop locations, dates, times, and the total number of attendees for each workshop. This schedule was established to accommodate a wide array of individuals having interest in the planning process for the Monument.

Table 1. Public Scoping Workshop Schedule and Attendance

Place	Location	Date	Time	Attendance
Koko's Conference Center	Cortez, CO	21 Oct. 03	6:30 p.m.	49
Durango Community Recreation Center	Durango, CO	22 Oct. 03	6:30 p.m.	15
Holiday Inn Denver West	Denver, CO	29 Oct. 03	6:30 p.m.	10
Total				74

The scoping workshops provided an opportunity for the public to receive information about the resources and land uses on the Monument and on BLM's planning process. The workshops also were an opportunity for the public to ask questions and provide input on BLM's planning effort.

As individuals arrived at the workshop, they signed in and were given a scoping worksheet similar to the worksheet distributed through Planning Newsletter No. 1. The worksheets were coded with a colored dot in the upper right-hand corner. The colored dots were used later to denote which breakout group attendees were assigned to for small group discussions. The scoping worksheets were either collected at the end of each workshop or returned by mail.

The workshops began with a 30-minute informal "open house" with BLM resource specialists available for discussion at seven stations (see Appendix E for workshop agenda). The individual stations were identified as follows:

- Cultural Resources and Science and Research;
- Biological Resources (wildlife, vegetation, range);
- Recreation, Interpretation/Education, and Wilderness;
- Lands, Realty, Public Access, and Law Enforcement;
- Oil and Gas Resources;
- Hazardous Fuels and Fire Management; and
- Planning Process.

Stations displayed large, colored base maps of the planning area and maps delineating current land uses. Informative brochures and fact sheets on various resources were also available at the stations, in addition to the following handouts:

- The Monument Proclamation;
- Interim Management Guidance;
- Project planning schedule;
- Monument fact sheet;
- Key planning dates;

- Conceptual planning process diagram;
- Preliminary Planning Criteria; and
- Planning area base map.

The formal portion of the workshop began with introductions of BLM staff and employees of Jones & Stokes, and followed with a brief history of the Monument. A representative of Jones & Stokes then provided a short presentation on Monument resources and use, the Plan development process, relevant timelines, opportunities for public involvement, and an overview of the environmental review process.

Following the presentation, individuals were asked to separate into small breakout groups to discuss issues and concerns relevant to the planning effort. The total number of breakout groups depended on the total number of attendees, but group sizes averaged 10 people. Each breakout group was assigned a facilitator and a recorder. The facilitator was responsible for leading the group through a series of questions from the scoping worksheet. Three questions were asked:

- What do you value about the Monument and why?
- What activities or uses on the Monument are important to you and why?
- How would you like to see the Monument's scientific, traditional, recreational, and other resources managed?

The group recorder was responsible for documenting on flip charts the issues and concerns that were developed. Breakout groups were reminded that flip charts were not part of the official record; to have comments recorded the Scoping Worksheets or some other type of written documentation was required.

Following the breakout groups, the flip chart pages recording breakout group discussions were displayed so participants could read everyone's ideas. The meeting was brought to closure with participants returning to one large group, and a Jones & Stokes representative summarized the highlighted issues and concerns.

Agency Coordination

BLM is involved in a considerable amount of coordination and consultation with federal, state, and local government agencies and Indian tribes. On August 18, 2003, BLM hosted a "Planning Kick-Off Meeting" to offer an opportunity for these groups to participate in the scoping process by discussing potential scoping issues with BLM and Jones & Stokes staff. In addition to BLM, representatives of the following agencies and organizations attended this meeting:

- Canyonlands National Park
- The Committee
- Hovenweep National Monument

- Mesa Verde National Park
- Montezuma County
- San Juan Mountain Association
- San Juan Public Lands Center
- U.S. Fish and Wildlife Service
- U.S. Forest Service

The meeting began with introductions of BLM and Jones & Stokes staff. Following introductions, the group was provided a brief overview of the meeting agenda and objectives to be met, in addition to a presentation of BLM's planning process. The role of agency collaborators, preliminary issues, management concerns, and planning criteria, as well as the project and public meeting schedule were also discussed.

After a short break, staff handed out worksheets which covered most resource areas, including: wildlife, paleontology, water, socioeconomic, special management areas, recreation, forestry, visual, fire, transportation, air, cultural and historical, grazing, range, noise, lands and realty, public health and safety, hunting, vegetation, and the planning process.

In three columns, the worksheets listed the resource area, issue statements (in the form of a question), and management concerns. Examples for each resource were provided on the worksheets, with extra room for additional comment. Participants were asked to form groups, discuss issues for various resource categories, and add issue statements and management concerns not yet identified.

Worksheets were then collected at the end of the session and reviewed and summarized by Jones & Stokes staff. Newly identified scoping issues were incorporated into the preliminary list of issue statements; the current lists of identified issues are detailed throughout this report.

In addition to the August 18 meeting, agency coordination is continually being conducted between BLM and the following groups: Colorado Congressmen, Senators, and State Representatives; the BLM Colorado State Office; BLM Monticello Field Office; U.S. Forest Service; and NPS (i.e., Mesa Verde National Park, Hovenweep National Monument).

Community Coordination

In response to the growing interest on the part of citizenry and public land users to be actively involved in solving environmental and natural resource issues and concerns, BLM's National Training Center (NTC) has developed a series of workshops directed toward guiding those interested participants. The program is titled "The Partnership Series," which currently consists of five workshops that BLM Field Offices can request from the NTC.

To assist with the preparation of the Plan, BLM hosted the "Community-Based Stewardship: Ensuring a Healthy Environment" workshop in Cortez, Colorado, on September 11, 12, and 13, 2003. Invited participants included the Monument staff and Committee, and community members including business owners, local government officials, tribal members, ranchers, conservation groups, and others. A total of 44 participants were present.

The goal of the workshop was to develop and enhance working relations among community members who are committed to the effective management of pubic lands on the Monument. This workshop focused three days of interaction and collaboration between communities, agencies, and private citizens to achieve the following:

- Compare each participant's vision of the Monument with that of other community members.
- Find common goals to enhance the community and sustain the unique ecology of the area.
- Learn how to partner with local agencies to deal effectively with social, economic, and ecological challenges.
- Discover the value of science and local knowledge in making sound decisions for the public lands.
- Prepare an "Action Plan" to guide future collaboration.

Additional community outreach occurred on November 13, 2003, when BLM and the Sonoran Institute co-hosted the "Economic Profile System" workshop for approximately 25 individuals, including BLM staff, community members who have been involved in the development of the Plan, and city and county planning staff. The goal of the workshop was to discuss how public lands fit into the economies of Montezuma and Dolores Counties.

To further community outreach efforts, BLM is addressing grazing concerns with the support of a range contractor who is familiar with Colorado rangeland issues. A series of 11 meetings were conducted in a variety of informal settings such as restaurants, ranch kitchen tables, and offices. During these meetings, stakeholders and the general public were asked to comment on the management of rangelands with regard to grazing on the Monument.

Comments were collected throughout January and February of 2004. The majority of comments focused on the working relationship between stakeholders, revised rangeland management practices, public education of grazing, private property boundaries, fire and grazing as for a means of vegetation management, scientifically sound management, creation of allotments, ranching and the economy, and drought.

The most agreed-upon recommendations centered on the following:

- The need for a positive team approach between ranchers, environmental groups, and BLM to establish scientifically proven, responsible, sustainable, and realistic management practices.

- The use of fire and managed grazing as a tool to manage vegetation.
- The need for a revised rangeland management plan to address increased drought conditions and current grazing practices.
- The need to increase awareness of the relationship between ranching and a healthy economy.
- The use of proper scientific techniques to study individual allotments in order to provide a large and appropriate amount of data that is communicated effectively to all stakeholders involved.

Additional recommendations included:

- Grazing management should consider possible disturbances to archaeological resources.
- BLM to address the increased levels of trespassing and development of rights-of-way access to private lands.
- Potential strategies for resolving management conflicts between public recreation and grazing.
- The need for increased public education regarding rangeland planning.

Cooperating Agencies

By definition, a cooperating agency is any federal, state, or local government agency or Indian tribe that has either jurisdiction by law or special expertise regarding environmental impacts of a proposal or reasonable alternative for a major federal action significantly affecting the quality of the human environment.

The benefits of enhanced cooperating agency participation in the preparation of NEPA analyses include: disclosing relevant information early in the analytical process; applying available technical expertise and staff support; avoiding duplication with other federal, state, tribal, and local procedures; and establishing a mechanism for addressing intergovernmental issues.

BLM mailed announcements on February 20, 2003, inviting recipients to become a cooperating agency. The letter included an attached "Cooperating Agencies Memorandum" describing cooperating agency status and a document describing "Factors for Determining Whether to Invite, Decline or End Cooperating Agency Status." A map showing the general boundaries of the Monument was also enclosed.

The BLM invitation explained steps taken to develop a Memorandum of Understanding (MOU). The MOU is the binding agreement that describes the roles and responsibilities of BLM and the participating agency or tribe. Invitations were sent to the following:

Federal Agencies: Hovenweep National Monument, Mesa Verde National Park, San Juan National Forest, and USFWS.

State Agencies: Colorado Department of Natural Resources and the Colorado Historical Society.

Local Governments: Dolores and Montezuma Counties.

Indian Tribes: On March, 11, 2003 BLM's Monument Manager sent invitations to the following Native American Tribes, which are culturally affiliated to the Monument, to enter into cooperating agency status agreements: Hopi, Jicarilla Apache, Navajo Nation, Pueblo of Acoma, Pueblo of Cochiti, Pueblo of Isleta, Pueblo of Jemez, Pueblo of Laguna, Pueblo of Nambe, Pueblo of Picuris, Pueblo of Pojoaque, Pueblo of Sandia, Pueblo of Santa Ana, Pueblo of Santa Clara, Pueblo of Santo Domingo, Pueblo of San Felipe, Pueblo of San Ildefonso, Pueblo of San Juan, Pueblo of Taos, Pueblo of Tesuque, Pueblo of Zia, Pueblo of Zuni, Southern Ute, Northern Ute (Uintah-Ouray), and the Ute Mountain Ute.

As a result of this outreach effort, an MOU was signed between the Monument and the Colorado Historical Society on June 19, 2003. Another MOU is near completion between the Monument and USFWS.

Tribal Consultation

The Monument initiated consultation with the tribes in 1999 regarding collections at the AHC and development of the Plan. As part of this consultation process, 25 tribes were determined to have cultural affiliation to the Monument. This determination was documented in the December 6, 2002 document entitled "Cultural Affiliation Study for Canyons of the Ancients National Monument, Southwest Colorado."

In the affiliation study, the tribes commented on the management of cultural resources and treatment of human remains on the Monument. In addition, they made recommendations concerning their involvement in the development of the Plan. Some of these recommendations include BLM providing them with updates during the planning process, BLM hosting meetings with them to collect scoping comments and present the draft Plan, and BLM conducting a field trip of the Monument and archaeological collections at AHC with them.

On October 1, 2003 BLM's Monument Manager sent letters to 25 tribes, inviting two members of each tribe to participate in a three-day intertribal meeting in Dolores, Colorado. The intertribal meetings, held November 3–5, 2003, served to provide the tribes with an opportunity to learn more about the Monument and AHC, introduce the tribes to BLM's planning process, and offer an opportunity for the tribes to voice concerns and visions for the future management of the Monument.

The same tribes invited to assume cooperating agency where invited to attend the three-day intertribal meeting. The intertribal meeting attendees included Selwyn Whiteskunk of the Ute Mountain Ute, Carl Knight of the Ute Mountain Ute and his guest Micelle Allison, Neil Cloud of the Southern Ute, and Clay Hamilton of the Hopi. Also in attendance were four BLM staff members and the Chairperson (i.e., Kelly Wilson) of the Committee.

The meeting held on November 3 began with a presentation on the Monument's resources and uses, followed by an overview of the Monument's planning process (e.g., schedule, opportunities for tribal involvement) and additional input as to what approaches should be used to further involve Native Americans in the process. The following are a list of suggestions to fulfill this goal that resulted from discussions at this meeting:

- Develop a list of questions to provide to the tribes in direct meetings.
- Develop a list of Native American concerns and comments from each tribe.
- Possibly replicate the BLM Grand Staircase-Escalante National Monument tribal consultation planning process.
- Create management decisions that are formed through tribal input and full support.
- Develop a plan that can adapt to change in the future (i.e., adaptive management).
- Focus on planning decisions that involve all disciplines, including recreation, science, and education.
- Increase informal opportunities such as direct face-to-face tribal meetings.

The meeting ended with a tour of the museum and collections at the AHC. Tribal members visited Sand Canyon Pueblo, Seven Towers, and Lowry Pueblo, as well as an oil and gas well pad on Mockingbird Mesa on November 4.

The meeting held on November 5 focused on the scoping worksheets to help initiate discussion about issues and management concerns. The questions on the worksheets were read aloud and tribal members were asked for their thoughts.

In summary, several tribes have sacred sites on the Monument. BLM must honor cultural and traditional Indian beliefs, and integrate these beliefs with recreation, science and research, grazing, fluid minerals development, and other uses on the Monument.

BLM will actively continue consultation with tribes culturally affiliated to the Monument. Tribes have received updates on the planning process through Planning Newsletter No. 1, and will continue to receive the six additional Planning Newsletter volumes. Additional steps identified by BLM include initiating one-on-one contact with tribal members to discuss the Plan, and providing planning updates at Mesa Verde National Park's bi-annual Native American Graves Protection and Repatriation Act (NAGPRA) meetings.

Issues Analysis

Collection of Comments

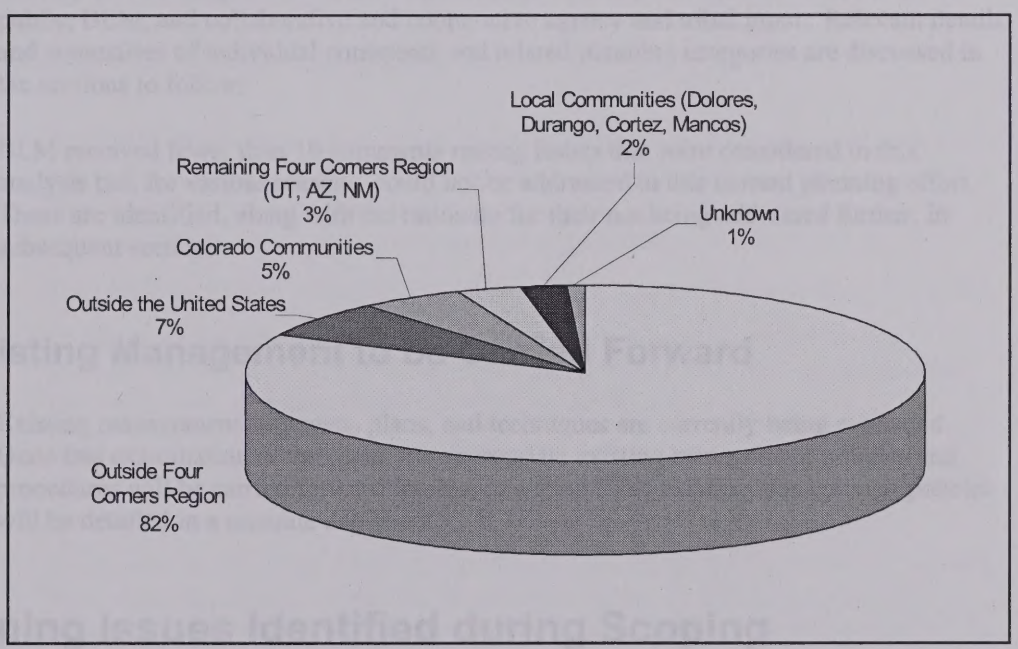
All scoping comments documented in this report were received or postmarked by November 28, 2003. However, BLM will continue to accept scoping comments throughout the planning process. BLM received 1,868 total submittals, which resulted in a total of 23,744 comments (Appendix F). In terms of distribution, 2.2 percent came in

the form of completed scoping worksheets, 2.4 percent as letters, 1.1 percent as emails, and 94.3 percent as form letters.

After all comments were received, analyzed, and documented, individual comments were entered into a database to assist with the analytical review. The database is structured to depict comments in separate resource categories; identify the type, location, and source of the submittal; and tally the total number of comments for any combination of the previously mentioned identifiers.

As illustrated in Figure 2, the majority of comments received for this scoping process originated from within the United States but outside of Colorado and the other three Four Corners Region states (Arizona, New Mexico, and Utah). This fact is directly related to the number of form letters received. Excluding the form letters, the majority of scoping worksheets, letters, and emails were sent from local communities.

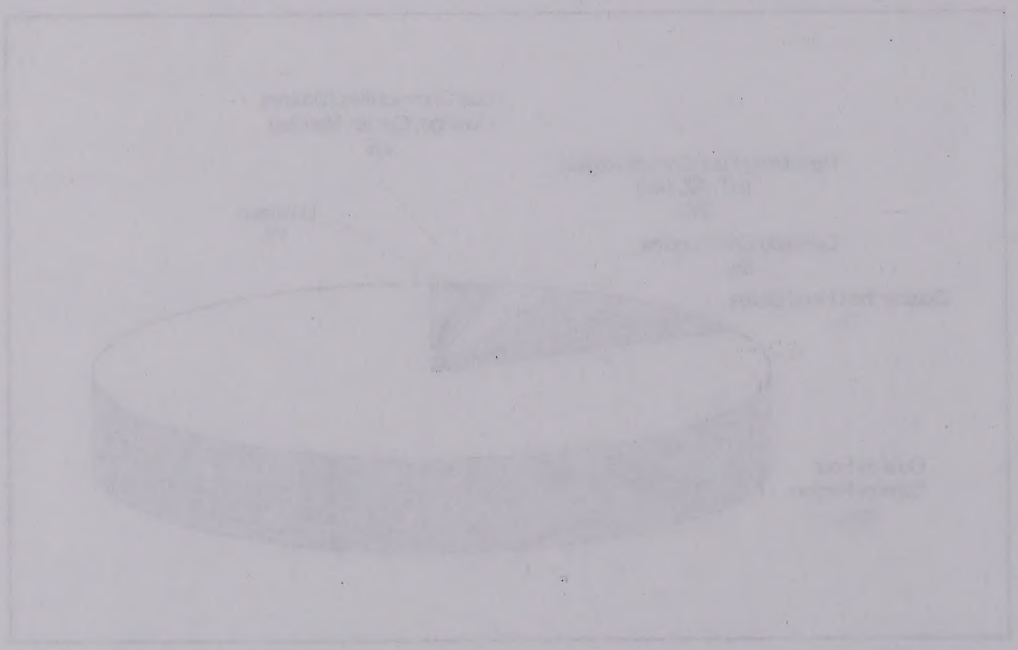
Figure 2. Geographical Source of Comments



Decisions Anticipated to be Addressed in the Plan

Planning Classifications

All individual comments entered in the database received a planning classification. These classifications detail which public comments will be addressed and resolved throughout this planning effort, and which issues will not. Comments under Category "A" are issues that will be addressed in the Plan. Category "B" contains issues that will be resolved through policy or administrative actions. Category "C" represents issues BLM can address independent of this planning effort and/or issues BLM is already



actively working on. Category "D" denotes issues that are beyond the scope of the current plan. Examples of each category are depicted in Table 2. Actual tables showing planning classifications by resource are presented in the pertinent sections to follow.

Table 2. Examples of Planning Classifications

Planning Classification	Example Issue
A	Leave cultural sites alone
B	Retire allotments if permits have not been used for several years
C	Increase law enforcement efforts
D	Remove Monument designation

The focus of this report is to thoroughly review the comments and, based on this review, develop overarching themes in order to develop a list of possible alternatives based on public, BLM, and collaborative and cooperative agency and tribal input. Relevant details and summaries of individual comments and related planning categories are discussed in the sections to follow.

BLM received fewer than 10 comments raising issues that were considered in this analysis but, for various reasons, could not be addressed in this current planning effort. These are identified, along with the rationale for their not being addressed further, in subsequent sections.

Existing Management to be Carried Forward

Existing management strategies, plans, and techniques are currently being evaluated. Once this examination is complete, the appropriate existing management policies and procedures will be carried forward into the new Plan. The existing management policies will be detailed in a separate document.

Planning Issues Identified during Scoping

The first step in BLM's planning process is the identification of issues, concerns, and opportunities associated with the management of public lands within the planning area. An issue is defined as an opportunity, conflict, or problem regarding the use or management of public lands. An issue, which can be identified by the public, BLM, and other governmental or tribal entities, serves as the framework through the planning process. The development of alternatives will focus on resolving the identified planning issues.

Compilations of planning issues identified during scoping are presented under each resource in the sections to follow.

Preliminary Planning Criteria

The planning criteria guide and direct the plan, and determine how the planning team approaches the development of alternatives and ultimately the selection of a preferred alternative. Planning criteria ensure that the plan is tailored to the identified issues, that unnecessary data collection and analysis are avoided, and that focus remains on the decisions to be made in the plan so as to achieve the following:

- Provide an early basis for inventory and data collection needs.
- Enable the Monument Manager and staff to develop a preliminary planning base map delineating geographic analysis units.
- Stimulate the revision of existing and development of additional planning criteria during public participation.
- Provide parameters for the decisions and alternatives that will be considered in the plan, taking into account law, regulations, and policy.

The preliminary planning criteria are as follows:

- The Plan will establish the guidance upon which the BLM will manage the resources and values on the Monument. The Monument Plan will supersede the existing 1985 SJ/SM RMP and will be integrated with provisions of existing management plans and policies for adjacent lands (e.g., Montezuma Comprehensive Plan).
- The planning process will include an EIS and culminate with the issuance of a ROD.
- The Plan will be completed in compliance with the Federal Land Policy and Management Act (FLPMA), Endangered Species Act (ESA), NEPA, and all other applicable laws, regulations, executive orders and BLM policy.
- The Plan will meet the requirement of the Monument Proclamation to protect the objects of geological, archaeological, historical, and biological value within the Monument.
- The Monument Planning Team will work collaboratively with the State of Colorado, Montezuma and Dolores Counties, tribal governments, cooperating agencies, municipal governments, other Federal agencies, the Committee, and all other interested groups, agencies, and individuals.
- Decisions in the Plan will strive to be compatible with existing plans and policies of adjacent local, state, tribal, and federal agencies to the extent that they are in conformance with Federal law and regulation.
- The planning process will involve Native American tribal governments and will provide strategies for protecting recognized traditional uses.
- The Plan will meet the requirement of the Proclamation to not enlarge or diminish the jurisdiction of the State of Colorado with respect to fish and wildlife management.
- The Plan will incorporate the Colorado BLM Guidelines for Recreation Management. It will set forth a framework for managing recreational activities in order to provide for the enjoyment and safety of the visiting public consistent with the Proclamation.

- The lifestyles of area residents, including the activities of hiking, grazing and hunting, will be considered in the Plan.
- Any lands or interests therein located within the planning area boundary, which are acquired by BLM, will be managed consistently with the Plan, subject to any constraints associated with the acquisition.
- The Plan will meet the requirement of the Proclamation to prepare a transportation plan that addresses the actions, including road closures to travel restrictions, necessary to protect the scientific and historic resources of the Monument. Furthermore, as required under the Proclamation motorized and mechanized vehicle use off road will be prohibited, except for emergency or authorized administrative purposes.
- The Plan will not address Monument boundary adjustments or proposals to change the Proclamation.
- The Plan will recognize valid existing rights within the Monument and review how valid existing rights are verified. The Plan will also outline the process the BLM will use to address applications or notices filed after completion of the Plan on existing claims or other land use authorizations.
- The Plan will emphasize the scientific and historic resources of the Monument. It will also identify opportunities and priorities for research and education related to the resources for which the Monument was created. In addition, it will describe an approach for incorporating research into management actions.
- The management of livestock grazing is governed by existing laws and regulations. The Plan will incorporate the BLM Standards for Public Land Health and Guidelines for Livestock Grazing in Colorado. The Plan will lay out a strategy for ensuring proper grazing practices are followed within the Monument.

Data Summary/Data Gaps

To perform thorough analyses, data should be acquired for all Monument uses and resources. Much of the data for this planning effort is managed through a geographical information system (GIS) program. This system is used to analyze data in a spatial environment, usually resulting in the production of a map. This format allows for both qualitative and quantitative analyses to be performed. Maps can be created to provide a visual reference of quantitative data, such as numbers and types of archaeological sites.

BLM has GIS data for the Monument on the following resources and uses: archaeology, geology, hydrology, transportation, biology (wildlife), fire management, range management, minerals, land management, special management areas, vegetation, soils, recreation, and utilities. Appendix G lists the current information in the Monument's GIS database. Other GIS data BLM is currently developing includes visual resource management inventory classes, fluid mineral lease stipulations and results from a 2003 reptile inventory.

Summary of Future Steps in the Planning Process

The next phase of BLM's planning process is to develop management alternatives based on generated issue statements. As previously mentioned, issue statements are a compilation of public comment, as well as BLM, agency, and tribal input. These alternatives will focus on meeting the identified goals and objectives, and addressing planning issues identified during the scoping phase.

Concurrently, the Committee will continue to meet regularly to discuss planning issues and criteria to assist BLM. The Committee will recommend goals, objectives and management actions for BLM to consider while developing the alternatives. BLM will also continue to meet with collaborating and cooperating agencies, interested tribes, and community groups and individuals.

Volume 2 of the Planning Newsletter, as described above under "Scoping Process," will be prepared to inform the public of the alternative development process. The Planning Newsletter will also include an executive summary of this scoping report.

Upon completion, the draft Plan will be made available to the public. A notice will be published in the Federal Register and public comments will be accepted for a 90-day period. Public meetings will be scheduled during the comment period. All of the previously noted information will be posted on the BLM Monument planning website regarding availability of the draft Plan, in addition to pertinent dates regarding solicitation for public comments.

The Final Plan will be available to those individuals, groups, and agencies on the mailing list, in addition to everyone who participated in the planning process. The availability of the Final Plan will be advertised and informal contact with all interested communities will continue. A notice explaining the protest period of 30 days will also be posted.

During a Governor's consistency review of 60 days, informal public input will continue to be welcomed. Individuals who protest will receive responses if appropriate. A notice will be published in the Federal Register requesting comments on significant changes made as a result of protest, if necessary.

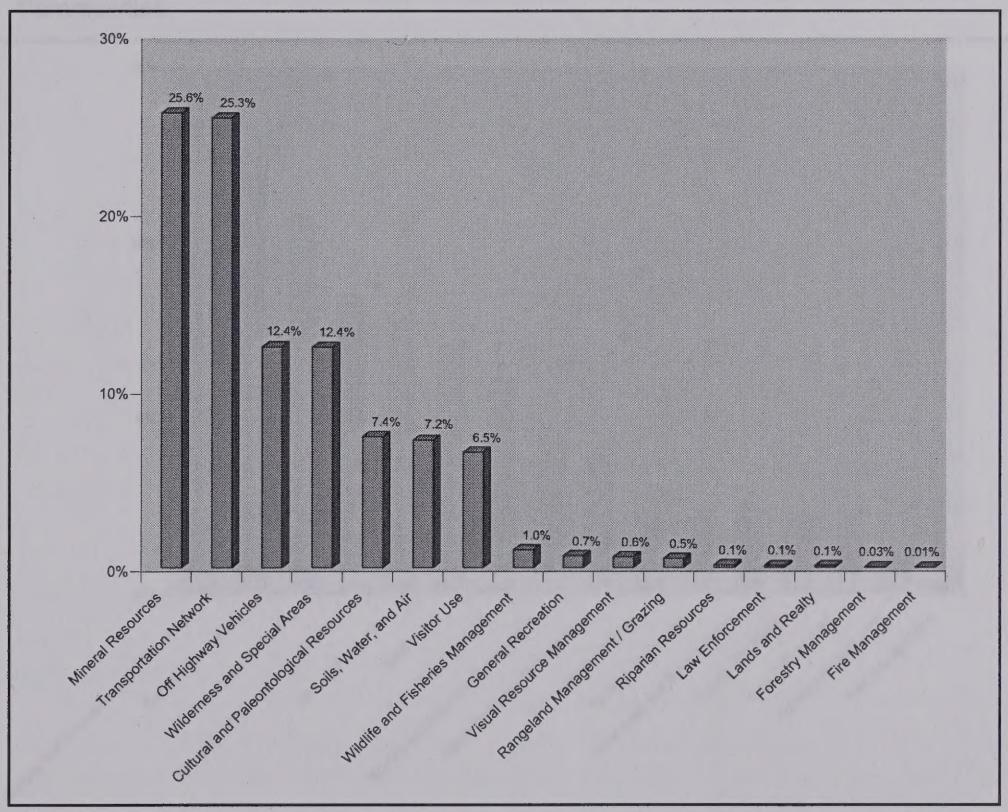
The Approved Plan will be advertised through news articles, email, the Monument planning website and newsletter, and a transmittal of letters detailing the availability of the Approved Plan.

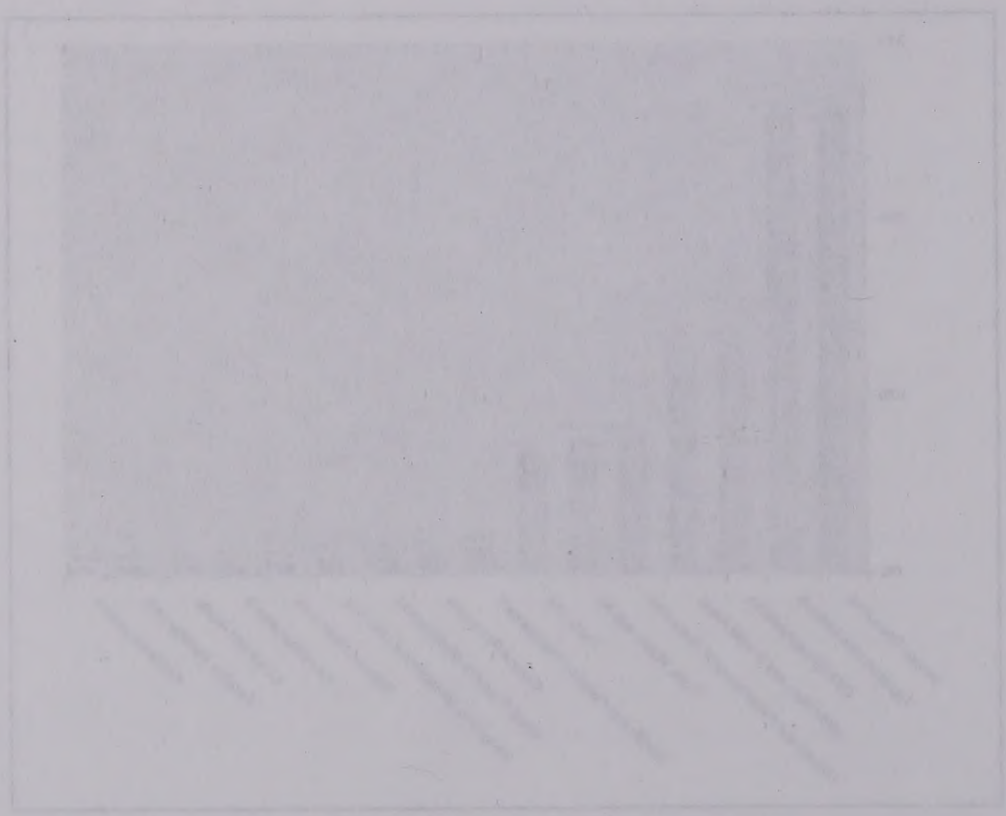
Issues by Resource Category

Introduction

Figure 3 illustrates the distribution of all scoping comments received for the Monument. This distribution reflects the order (i.e., left to right) in which the resources are presented and discussed in this section. While the resource issues of "Mineral Resources" and "Transportation Network" received an overwhelming majority of comments, it is important to note that more than 1,600 submittals consisted of form letters, which focused on these two resource categories.

Figure 3. Distribution of Scoping Comments by Resource Category

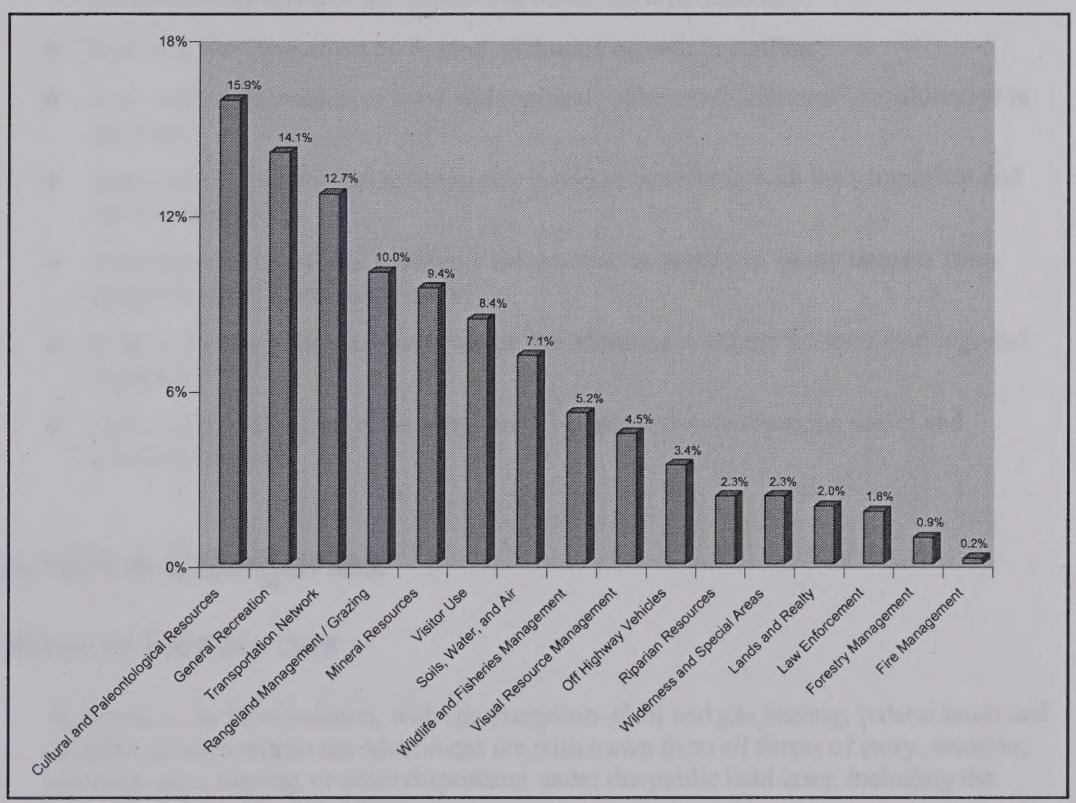




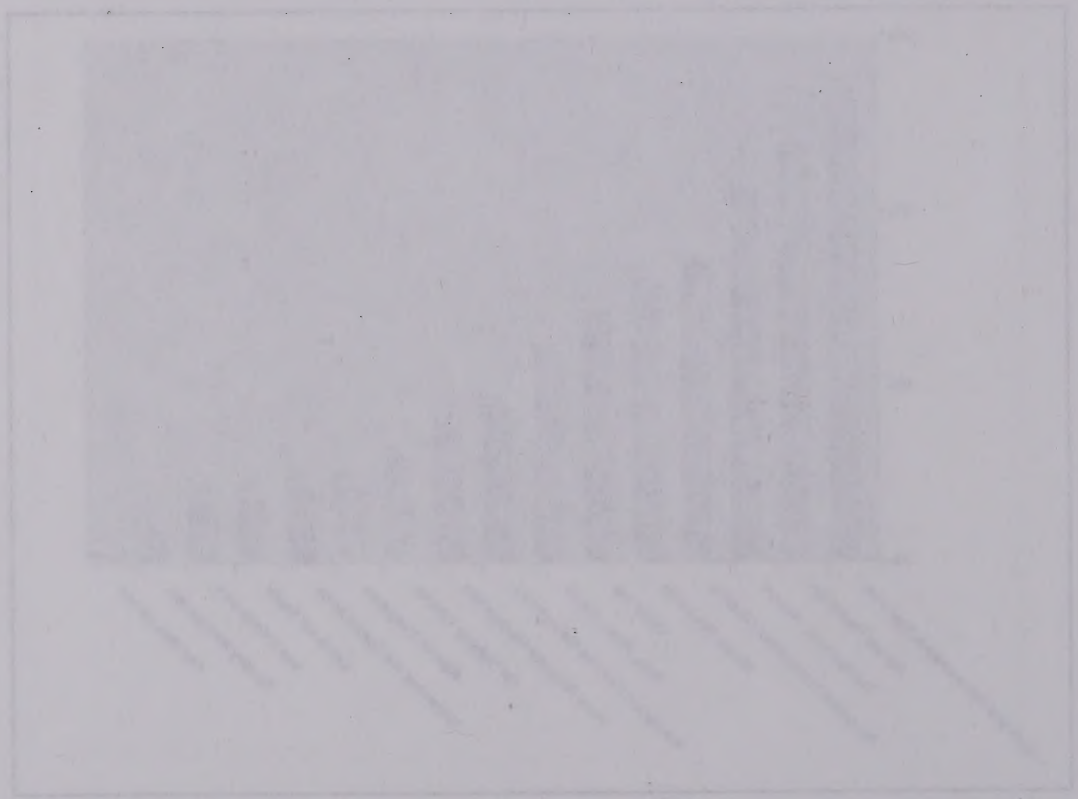
Community Profile

Also important in this scoping phase is determining the level of input from local communities. Figure 4 depicts the distribution of comments received from the local communities (i.e., Durango, Dolores, Cortez, and Mancos). As illustrated, the resource categories of "Cultural and Paleontological Resources" and "Recreation" received the greatest local attention. Local residents are particularly concerned with the protection of cultural resources located on the Monument. Residents voiced a desire to have these resources protected and preserved for current and future generations. Local residents also expressed concern regarding which recreational activities will be permitted and which will be restricted once the new Plan is in place.

Figure 4. Distribution of Scoping Comments, by Resource Categories, from Local Communities



Possible impacts the Plan may have on both economic and social factors are also reviewed at the community level. These impacts are often referred to as "socioeconomic impacts." Public comments reflecting socioeconomic impacts are underlying themes in every issue topic in the sections to follow. In accordance with CEQ NEPA regulations, the Plan will analyze the proposed action's economic and social effects.



The following list identifies issue statements regarding potential socioeconomic impacts:

- How will management of lands within the Monument support the local and regional economy?
- How will Monument management impact the existing social environment in surrounding areas?
- What is the role of private versus public lands offering services for visitors to ensure that government compliments, but does not compete with private entities?
- How will municipal and private marketing affect government's ability to manage for amount of visitation?
- How does the Monument collaborate with Hovenweep National Monument?
- What are the desired plans and conditions of other visited areas, including Mesa Verde, Hovenweep, and Yucca House, and how will these conditions and plans combined with those of the Monument affect the area economy?
- How will the Monument be funded, including growth in staffing?
- How will consideration of local and regional "spheres of influence" be addressed in the Plan?
- How can community partnerships play a role in benefiting both the Monument and the community?
- What types of social and economic information is needed to assess impacts from management of Monument lands?
- How will management of lands within the Monument impact the local and regional economy?
- How can management of the Monument be responsive to changing social and economic needs?

Resource Categories

Mineral Resources

As stated in the Proclamation, with the exception of oil and gas leasing, federal lands and interests in lands within the Monument are withdrawn from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws, including the mineral leasing and mining laws.

Fluid mineral resources (i.e., oil, natural gas, and carbon dioxide) are present within the Monument boundaries. The Paradox Basin, which is partially located within the Monument, contains the highest known concentration of carbon dioxide in the nation. About 85 percent of the Monument has been leased for development, and operators have drilled approximately 196 wells to date, some of which have been plugged and abandoned.

As previously stated, the Proclamation provides guidance as to fluid minerals management for both existing and potential (new) leases. In terms of existing leases, development will continue to take place subject to valid and existing rights, provided that the activities do not create new impacts that interfere with proper care and management of the objects protected by the Proclamation. New leases are allowed only for the purposes of protecting against drainage and/or promoting conservation of fluid minerals resources in any common reservoir now being produced under existing leases.

Public Comment

The documented comments regarding "Mineral Resources" and associated planning classifications are summarized in Table 3.

Table 3. Mineral Resources

Comment	Planning Classification[1]			
	A	B	C	D
Limit fluid minerals development to existing routes and sites	✓			
No new exploration in areas with sensitive resources (cultural and/or wildlife)	✓			
Address possible mitigation measures to existing impacts	✓			
Minimize fluid minerals development	✓			
Mitigate/limit noise pollution	✓			
Ban fluid minerals development				✓
Keep fluid minerals development				✓
Evaluate existing impacts of fluid minerals development (scars, pads, lights, roads, and noise)	✓			
Ban repeat exploration (leases)	✓			
No new pipelines or well pads				✓
Consider alternatives to vibrosis buggies	✓			
Prohibit all fluid mineral development				✓
Allow new fluid minerals development	✓			
Evaluate mine facilities that are >50 years old for their historical significance			✓	

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

The most frequent comment related to minerals focused on limiting fluid minerals development to existing routes and sites, and was closely followed by comments

	Planning Classification			
	A	B	C	D
	✓			
	✓			
	✓			
	✓			
	✓			
				✓
				✓
	✓			
	✓			
				✓
	✓			
				✓
	✓			
			✓	

requesting that BLM not allow any new exploration in sensitive resource areas. The public felt very strongly about BLM's need to restrict mineral development to only what is currently open and already developed on the Monument. Most of those comments were submitted in the form of a template or form letter by hundreds of individuals.

Respondents also commented on minimizing fluid minerals development, limiting and mitigating noise pollution, and banning repeat exploration. These comments were derived from the desire to protect the Monument's natural resources from impacts (e.g., noise, road construction) resulting from mineral exploration. Other individuals, however, commented that new fluid minerals development should be allowed and existing sites should remain. These are all issues that will be addressed in the Plan.

One of the top three comments for minerals requested that BLM address mitigation measures. This comment was part of a form letter, but also received considerable support from individual comment letters. The public would first like the new site evaluated and mitigation measures subsequently implemented. Many people view fluid minerals development as a negative aspect of the Monument and want BLM to initiate changes to reduce impacts. While these are issues that can be addressed independent of the Plan, BLM will address fluid minerals mitigation measures on a Monument-wide level in the Plan.

As a result of this planning process, fluid minerals development may be affected in order to protect objects identified in the Proclamation. However, it is beyond the scope of this planning effort to ban new developments and the construction of associated infrastructure (e.g., pipelines, well pads). Additionally, the decision to retain or prohibit current fluid mineral developments is also beyond the scope of this plan. BLM does not have the authority to discontinue current developments. Moreover, the prohibition of mining (e.g., coal) on the Monument was completed under the Proclamation.

Issue Statements

The following list identifies issue statements for Mineral Resources:

- How will management of the Monument maintain valid existing rights?
- What percentage of lands will be withdrawn from mineral entry – leaseable, saleables and locatables?
- How will management of the Monument affect the need to extract other minerals outside the Monument – saleables and locatables?
- How will the management of fluid mineral leasing affect adjacent mineral development, both federal and non-federal?
- How will Wilderness Study Areas, Citizens' Wilderness Proposal Alternatives, or designated Wilderness Areas affect any existing leases within these areas?
- How will future technology be used to minimize surface disturbance to achieve all resource management objectives?

- How will the remaining 15 percent of the Monument that is not currently leased be managed for any future leasing?
- How will energy and mineral use be permitted and managed while providing protection for cultural resources and the natural environment?
- How will Monument management impact energy-related infrastructure (pipelines and access roads)?
- How will Monument management allow for development of common reservoirs in unleased areas?
- How will fluid minerals development operations be conducted to minimize impacts on recreational uses?
- How will mineral and energy extraction sites be reclaimed/restored in a manner consistent with the protection of the objects identified in the Proclamation?
- How are split estate lands to be addressed in Monument management?
- How will fluid minerals development be managed to minimize the spread of invasive species?
- How will fluid minerals development be managed to protect all objects of the Monument?
- How will fluid mineral exploration be addressed?
- How will expired leases be addressed in management of the Monument?
- How can the public be involved in the restoration of energy and mineral extraction sites and facilities?
- How will management of the Monument affect the noise environment that was present when the Monument was designated?

Transportation Network

BLM plans to develop a comprehensive transportation network that addresses the needs of the public while preserving cultural and natural resources. A network of unimproved dirt roads, gravel roads, one paved road, and various trails currently provides access to various areas of the Monument. County roads are generally routinely graded and maintained by Montezuma and Dolores Counties, while BLM-managed routes receive various levels of maintenance based on a BLM maintenance schedule.

In the Plan, BLM will address transportation issues as directed under the Proclamation. That is "the Secretary of the Interior shall prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects identified in this Proclamation."

Public Comment

The documented comments regarding "Transportation Network" and associated planning classifications are summarized in Table 4.

Table 4. Transportation Network

Comment	Planning Classification[1]			
	A	B	C	D
Close unnecessary routes	✓			
Close ecologically harmful roads, trails, and routes, and restore these areas	✓			
Designate an environmentally sensitive transportation system	✓			
Only maintain routes that access key visitor destinations	✓			
No new routes	✓			
Restrict public access	✓			
Allow public access for non-motorized modes only	✓			
Keep public access	✓			
Inventory/classify routes			✓	
No new improvements of existing routes	✓			
Close fluid minerals development routes to the public	✓			
Keep access to in-holdings	✓			
Designate access corridors to funnel visitors to Monument interior (away from private lands)	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

The first four comments in the above table were submitted by hundreds of individuals through a form letter. These individuals stated, "It's critical that BLM's planning process emphasize the protection of the Monument and all the unique cultural and natural resources within it." In addition, they requested that unnecessary and ecologically harmful routes be closed and an environmentally sensitive transportation system be designated. These are all issues that will be addressed in the Plan.

Transportation was the third most frequently identified resource by local communities. Many local respondents strongly supported the protection and preservation of the diverse resources within the Monument by suggesting route closures, restrictions, prohibiting new routes, and maintaining access only to key visitor destinations. Respondents who expressed concern for the resources and suggested route restrictions, however, still wanted BLM lands left available for general public access. In essence, while respondents

requested that some routes be closed for protection purposes, they also requested that access not be too heavily restricted.

The comment "inventory/classify routes" received a planning classification "C," which denotes an action that BLM can address independently of this planning effort. BLM has completed a Global Positioning System (GPS) inventory of existing routes within the Monument, which will be used as a data set to move through the transportation planning effort.

Issue Statements

The following list identifies issue statements for Transportation Network:

- How should existing roads be managed to protect the objects of the Monument and provide access to users?
- Will any routes or trails require closure, or will new routes or trails be constructed to protect the objects of the Monument and provide for required uses?
- How will special interest types of use (e.g., rock crawlers) be represented?
- Are opportunities available to work with Mesa Verde National Park's transportation planning process or the Hovenweep National Monument's planning process?
- How should access to public lands that crosses private lands be addressed?
- How will public access for both motorized and non-motorized users be addressed in the management plan?
- How will transportation management be made consistent with that of other jurisdictional agencies?
- How will aerial overflights be addressed in the management plan?
- How will 1866 Mining Act Revised Statute 2477 rights-of-way be addressed?

Off-Highway Vehicles

For the protection of identified resources and as declared in the Proclamation, the use of motorized and mechanized vehicles (e.g., mountain bikes) are prohibited off road, except for emergency or authorized administrative purposes. As directed by the Secretary of the Interior, BLM will develop a transportation plan that may implement road closures or traffic restrictions to further protect identified resources.

Public Comment

The documented comments regarding "Off-Highway Vehicles" and associated planning classifications are summarized in Table 5.

Table 5. Off-Highway Vehicles

Comment	Planning Classification[1]			
	A	B	C	D
Ban OHV use on the Monument	✓			
Limit OHV to designated routes	✓			
Restrict access by OHV users in washes	✓			
Allow access by OHV users in washes	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Nearly all respondents expressed a desire to have OHV use heavily restricted, if not completely banned from the Monument. The overwhelming majority of OHV comments were submitted in a form letter, sent by individuals from all over the world. Only one respondent did not share the same opinion as the rest of the OHV comments, and requested that BLM allow access by OHVs in washes and drop any current or new restrictions for this recreational activity. BLM will be addressing the management of OHV use in this planning effort.

Comments related to this issue also identified OHV impacts (e.g., habitat destruction), and expressed the opinion that more restrictions are necessary to protect Monument resources.

Issue Statements

The following list identifies issue statements for Off-Highway Vehicles:

- How will the management of the Monument impact OHV users?
- What restrictions will be imposed on OHV users?
- How should OHV regulations be enforced?
- How and where will appropriate recreational areas for OHVs be identified?
- What criteria will be used to designate OHV routes?
- What range of recreational opportunities should be provided to meet OHV user needs?
- What learning opportunities about the Monument's natural resources will be available for OHV users?
- How will OHV users be convinced of the value and need for protection of both cultural and biological Monument resources?
- How should OHV use be addressed and managed to meet the goals of the Monument?

- How should educational operations be addressed and managed?
- How can OHV needs be met while ensuring that irreplaceable cultural resources are not damaged?
- How can OHV use be considered as a special management issue because of conflicts with many other management goals?

Wilderness and Special Areas

In the past, when public lands were determined to have wilderness character, BLM could propose to establish the areas as Wilderness Study Areas (WSAs) through the land use planning process. The recent court case of Utah v. Norton, however, found that BLM no longer has authority to designate WSAs. Therefore, only currently established WSAs can be reviewed by Congress to either officially designate the lands as Wilderness Areas (as required by the Wilderness Act of 1964) or decline to designate the area, which in effect would release that property for other uses prescribed by FLPMA.

Three existing WSAs comprise 16 percent of the Monument, or a total of 25,427 acres, as determined by GIS files. These are Cahone Canyon (9,099 acres), Cross Canyon (11,662 acres), and Squaw/Papoose Canyon (4,666 acres). The Cross Canyon and Squaw/Papoose Canyon WSAs cross the Monument boundary onto BLM lands in Utah, with 977 acres of Cross Canyon and 6,440 acres of Squaw/Papoose Canyon located within Utah. Cahone Canyon is completely contained within the Monument and is located approximately 3 miles west of U.S. Highway 491. The Cross Canyon WSA is located approximately 14 miles southwest of Cahone Canyon on the Dolores/Montezuma County line. The Squaw/Papoose Canyon WSA is located approximately 12 miles south of Dove Creek.

In accordance with FLPMA, BLM also has the authority to designate ACECs, as well as to inventory, assess, and manage rivers designated as "Wild and Scenic" in accordance with the Wild and Scenic Rivers Act of 1968 (as amended). The Monument currently retains its original designation as the Anasazi ACEC, and the decision to retain this designation will be addressed in the Plan.

Public Comment

The documented comments regarding "Wilderness and Special Areas" and associated planning classifications are summarized in Table 6.

Table 6. Wilderness and Special Areas

Comment	Planning Classification[1]			
	A	B	C	D
Designate Wilderness Study Areas where appropriate				✓
Assess wilderness values	✓			
Expand wilderness designations				✓
Inventory for Wild and Scenic River designations	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Comments from individuals referring to "Wilderness and Special Areas" focused on a combination of inventorying the public lands to assess wilderness values and then designating WSAs where appropriate. Several comments specifically identified protection of cultural sites and wildlife habitat as reasons for needing additional wilderness designations. Respondents wanted the Monument's resources protected and felt that wilderness designations would help provide that needed protection.

BLM has initiated a review of all public lands along waterways within the Monument for possible wild and scenic river considerations. Both an eligibility and suitability analysis are being completed to determine if any waterways within the Monument should be recommended to Congress for designation into the National Wild and Scenic River System.

Citizens and organizations have identified additional areas adjacent to existing WSAs on the Monument that they believe should be included in the existing WSAs. BLM is ground-truthing each area identified in this "Citizens' Wilderness Proposal" to determine the extent to which the areas may have wilderness characteristics. Under a new policy directive, BLM can no longer designate new WSAs through the land use planning process. However, BLM may consider information on wilderness characteristics and determines approaches to protect and/or preserve them through this process.

Issue Statements

The following list identifies issue statements for Wilderness and Special Areas:

- How will wilderness values be addressed and maintained under management of the Monument?
- How will ACECs be managed under the Monument Plan?
- How will Wild and Scenic River values be managed on the Monument?
- Will the new plan supersede or replace the existing ACEC designation?

- How will areas with potential for special area designation and management be addressed?

Cultural and Paleontological Resources

The Monument contains the highest known density of archaeological sites in the U.S., and holds evidence of cultures and traditions spanning thousands of years. The earliest known hunters traversed the area 10,000 years ago or more, followed by Ancestral Puebloan farmers, and then by Ute, Navajo, and European settlers.

Archaeological and historic objects are spread across the landscape and include cliff dwellings, villages, great kivas, shrines, sacred springs, agricultural fields, check dams, reservoirs, rock art sites, and sweat lodges. Lowry Pueblo is a National Historic Landmark, while five other sites are listed on the National Register of Historic Places.

Cultural resource management involves site protection, surveys for identification and evaluation, scientific research, interpretive development, and public education. BLM is currently assessing how and to what extent cultural resources on public lands should be protected.

Public Comment

The documented comments regarding "Cultural and Paleontological Resources" and associated planning classifications are summarized in Table 7.

Table 7. Cultural and Paleontological Resources

Comment	Planning Classification[1]			
	A	B	C	D
Increase protection of existing sites and cultural artifacts	✓			
Lands should be managed to preserve cultural resources	✓			
Emphasize science and research development	✓			
Conduct cultural resource inventories			✓	
Prevent grazing in areas having significant cultural resources	✓			
Allow only limited access to existing sites, such as through guided tours	✓			
Allow for different types of archaeological investigations (excavations, class tours, etc.)	✓			
Remedy archaeological looting	✓			
Protect paleontological resources	✓			
Leave cultural sites alone	✓			
Prepare a multiple-property National Register of Historic Places nomination that identifies elements of integrity for sites			✓	
Protect natural echoing properties at rock art sites and their environment	✓			
Maintain site integrity via National Historic Preservation Act guidelines	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Most of the comments received concerning this issue indicate that the public highly values cultural resources and wants the new Plan to reflect this sentiment. The individual issue that received the most responses was "Increase protection of existing sites and cultural artifacts." One suggestion was for the Monument to follow the Mesa Verde National Park model for management, with clearly marked trails, more formal tours, and park rangers. Respondents were concerned with the physical degradation of cultural resources, in addition to deliberate archaeological vandalism and looting. These issues are currently being addressed independent of the plan; however, BLM will further identify a comprehensive strategy in the Plan to address law enforcement efforts, cooperative efforts with various land stewards, and volunteer groups.

Another frequent comment requested that BLM conduct cultural resource inventories to locate all potential sites within the Monument. Respondents want as many of these resources as possible to be located and documented so a more efficient method of protection can be implemented. Maintaining the integrity of each site is an important part

of cultural resource management. Additionally, the inventories will help BLM determine individual site eligibility for a National Register of Historic Places nomination, which was a topic of interest for many people submitting comments. Conducting cultural inventories can be carried out independent of the Plan; however, the Plan will identify a strategy for completing cultural inventories. Therefore, the issue of conducting cultural resource inventories will not be further addressed in this planning effort.

The public frequently expressed comments concerning science, research, and general learning as important parts of the Plan. As issues that can be addressed in this planning effort, a framework for future research, inventory, and interpretation can be established that both protects the resources of the Monument and encourages the expansion of scientific and historical knowledge.

Additionally, issues that were raised by the public that address the level of access permitted to cultural sites, both by people and livestock, will be addressed in the Plan. Some individuals expressed concern with damage caused by people, both as a result of vandalism to sites and the physical removal and destruction of objects. Others argue that impacts caused by cattle can be just as detrimental. These issues, in addition to other comments referenced in the table above that received the planning classification "A," will be evaluated during this planning effort.

Issue Statements

The following list identifies issue statements for Cultural and Paleontological Resources:

- How will cultural and paleontological objects contained within the Monument be protected?
- How will the existing cultural resource areas be addressed?
- How will Native American interests and knowledge be conserved, encouraged, fostered, respected, and applied to interpretation of sites?
- How will BLM address the treatment of cultural sites in conformity with Native American interests?
- How will BLM address inadvertent discoveries (e.g., human remains, petroglyphs) on the Monument?
- How will user groups be provided cultural experiences and/or education through cultural objects contained within the Monument?
- How will the Plan encourage the preservation of cultural landscapes (i.e., the context for *in situ* cultural objects and sites)?
- How can the public become more invested in the protection of cultural resources?
- What is a long-term strategy for the implementation of resource protection?
- What is the strategy for the identification of cultural and paleontological resources in unsurveyed areas?

- Should research of cultural and paleontological resources on the Monument be conducted and, if so, what types or levels of research are appropriate?
- Will additional sites on the Monument be developed, interpreted, and opened for public visitation?
- How will cultural resources on private in-holdings be recognized and considered by the Monument?
- To what extent will sites be developed/interpreted in front country versus back country areas?
- How will the cost of curation impact resource/use management on the Monument?
- What are the impacts to cultural/historical and paleontological resources from livestock grazing and how can they be mitigated?
- What provisions should there be for investigator-initiated archaeological research, including university researchers and other researchers eligible for grant funding from the National Science Foundation, National Endowment for the Humanities, National Geographic, etc.?
- How should public education programs with both interpretive and preservation elements be developed?
- What type of law enforcement is necessary to protect cultural and paleontological resources?
- How will public use and appreciation be accomplished while protecting the resources and objects within the Monument?
- What are the rules for scientific and recreational collecting of fossils?
- How will recreational and other managed resource uses affect paleontological resources?
- What level of scientific access and collection methods will be allowed?
- Will any paleontology ACECs be allowed within the Monument?
- Will paleontology permits be allowed to overlap or be restricted in certain areas?
- How will paleontology clearance surveys/monitoring/mitigation be prioritized compared to all proposed ground-disturbing actions?
- How will investigator initiated requests for paleontology research be addressed?

Soils, Water, and Air

Soil, water, and air represent the basic resources upon which all other resources and uses depend. Understanding the conditions of all three resources is extremely important when developing a land use plan. BLM helps to protect soils by preventing or reducing wind and water erosion and by avoiding uses in fragile soil areas. By identifying and quantifying claims to water rights on public land, BLM protects water resources. BLM protects the air quality of public lands by ensuring authorized activities comply with state air quality standards.

Public Comment

The documented comments regarding "Soils, Water, and Air" and associated planning classifications are summarized in Table 8.

Table 8. Soils, Water, and Air

Comment	Planning Classification[1]			
	A	B	C	D
Preserve lands to protect all natural resources	✓			
Lands should be preserved and remain untouched	✓			
Mitigate/limit air pollution	✓			
Protect desert soils	✓			
Keep waters for wildlife	✓			
Protect private water rights				✓
Conduct hydrological studies of watershed			✓	

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

The most frequently received comments regarding "Soils, Air, and Water" requested that BLM preserve the lands in order to protect the various natural resources located within the Monument. Comments also focused on "the preservation of the land in its natural, wild, pristine condition." Many respondents expressed a strong belief in maintaining the Monument's natural state and leaving it undeveloped for future generations.

Several comments also addressed air pollution. Individuals wanted BLM to not only limit current or future potential pollution, but for current impacts to be mitigated as well. Nearby residents voiced the most concern; they did not like the pollution caused by fluid minerals development or the OHV users. Management actions pertaining to air pollution will be addressed in the new Plan.

In keeping with the large number of responses advocating protection of natural resources within the Monument, comments on this issue focused on protecting desert soils, keeping waters available for wildlife, and limiting air pollution. Individuals who submitted these comments would like BLM to give priority to natural resources when developing the Plan.

Other comments, received primarily from neighboring residents, requested that the new Plan protect private water rights. These respondents were concerned about their vested water rights and what impact this Plan could have on them. The ranchers and farmers would like to see these rights preserved in order to maintain their way of life in the area

surrounding the Monument. BLM has no authority to affect existing water rights; this comment is therefore beyond the scope of this planning effort.

With the exception of a request to protect private water rights and conduct hydrological studies of watersheds, the comments identified above are issues that will be addressed in the new Plan.

Issue Statements

The following list identifies issue statements for Soils, Water, and Air:

- How will soil quality be protected through management of the lands of the Monument?
- How will water quality and quantity be protected through management of the lands of the Monument?
- How will adequate water supplies be made available to provide for domestic and commercial uses (both private and public)?
- How will existing water rights be protected or additional rights be acquired (for both private and public)?
- How will downstream water commitments be considered in the management of the Monument?
- How will a drought impact management of water resources on the Monument?
- How will water projects on adjacent lands be addressed in the Monument Plan?
- How will groundwater resources be addressed in the Monument Plan?
- How will upstream management be addressed in the management of the Monument?
- How will appropriate air quality be maintained while managing the resources and uses within the Monument?
- How will atmospheric visibility on the Monument be addressed?
- How will air quality on the Monument be impacted by energy and mineral extraction?
- How will air quality be affected by traffic in the Monument?

Visitor Use

Since the signing of the Proclamation, the issue of "Visitor Use" has gained a lot of attention. Designating a National Monument brings with it national attention. Through this current planning effort, BLM will anticipate the expected level of visitor use over the next several years, and will plan accordingly. BLM may influence levels and areas of visitor use through specific management actions, such as facilities placement and interpretive signage on trails. BLM is limited, however, on influencing other parameters affecting visitor use, such as outside advertising by tour groups.

Public Comment

The documented comments regarding "Visitor Use" and associated planning classifications are summarized in Table 9.

Table 9. Visitor Use

Comment	Planning Classification[1]			
	A	B	C	D
Determine carrying capacity			✓	
Establish educational components	✓			
Actively monitor population impacts			✓	
Increase facilities on the Monument	✓			
Limit Monument advertising			✓	
Limit commercial tours	✓			
Limit facility improvements on the Monument	✓			
Limit facility improvements to off-site	✓			
Allow for commercial tours	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Although the bulk of comments received under this issue related to determining the carrying capacity for the Monument, it is important to note that the majority of these comments were submitted as a form letter. Requests for BLM to determining carrying capacity and to actively monitor population impacts on the Monument can be addressed independent of this planning effort. However, BLM will be developing a monitoring strategy within the Plan.

The second most frequently recorded comment regarding visitor use requested that BLM establish educational components on the Monument. Respondents expressed a belief that such educational outreach could help prevent future destruction and vandalism on the Monument, curtail some recreational issues, and teach people a sense of respect for why the Monument was created. BLM will address establishing educational components in the Plan.

Restricting the amount of advertising of the Monument is also an issue that BLM can address independently of this planning effort. It is important to note, however, that while BLM can address advertising of the Monument independently, BLM has limited authority over outside private and public agencies, organizations, or companies. BLM can only place limitations on advertising conducting by commercial outfitters and guides operating on the Monument.

Public comment with regard to the development of facilities was fairly evenly divided, with some individuals wanting visitor facilities located somewhere off-site and others wanting to make them a permanent part of the Monument's interior. Not only was the issue of facilities divided among respondents, so was the issue of commercial tours. While some respondents stated that BLM should allow the tours, others requested that restrictions be imposed. The construction and placement of potential facilities and decisions pertaining to commercial tours will be addressed in the Plan.

Issue Statements

The following list identifies issue statements for Visitor Use:

- Will the number of visitors to the Monument be regulated, and if so, how?
- Will Monument management impose a fee for the use of public lands?
- How will visitor use be managed?
- How should the placement of facilities be managed?
- How will commercial uses, such as tours, be managed?
- What are appropriate levels of visitor use?
- How/where/when will the public receive information/orientation that directs them to the Monument?
- How should educational operations be addressed and managed?

Wildlife and Fisheries Management

BLM administers wildlife and fishery habitats for mammals, birds, reptiles, aquatic species and amphibians on public lands through a process of ecosystem management. Continuous efforts are made to ensure that all actions authorized will not jeopardize the continued existence of any threatened or endangered species.

BLM is responsible for the protection and conservation of threatened and endangered species and must use its authority to further the purposes of the ESA. One federally threatened species, the bald eagle, is known to inhabit the Monument. Suitable habitat for one federally endangered species, southwestern willow flycatcher, and another federally threatened species, Mexican spotted owl, is present within the Monument.

Additionally, BLM has developed an agency-specific plant, fish, and wildlife "Sensitive Species" list. This list supplements those species that are already federally listed. BLM manages each of the identified species and their required habitats with the intent to recover species and maintain healthy populations, and thereby avoid the need for further listing of species as threatened or endangered. At least nine BLM sensitive species have been observed on the Monument or have the potential to inhabit the area. In addition, the Proclamation identifies three species of reptiles (desert spiny lizard, longnose leopard lizard, and Mesa Verde nightsnake) as "unique herpetological resources."

Public Comment

The documented comments regarding "Wildlife and Fisheries Management" and associated planning classifications are summarized in Table 10.

Table 10. Wildlife and Fisheries Management

Comment	Planning Classification[1]			
	A	B	C	D
Protect/Preserve wildlife	✓			
Preserve wildlife habitats	✓			
Lands should be managed to preserve biological resources	✓			
Protect rare (and endangered) species	✓			
Protect herpetology	✓			
Inventory wildlife			✓	

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

The overwhelming public opinion centered on protection and preservation of wildlife, including the natural resources on which they depend. Members of the community value these creatures as an integral part of the Monument's ecosystem and overall experience and atmosphere. Furthermore, many individuals stated that they "value native wildlife" and enjoy the opportunities the Monument provides for viewing the wildlife in a natural and undisturbed state.

Comments specifying preservation or protection emphasized that "threatened, endangered, and rare species need to be protected along with their habitat." Individuals also noted that all species must be taken into consideration when plans are being developed. Preserving all native wildlife and their habitats is a plan-level decision and will be included in the Plan development.

The act of inventorying wildlife is a BLM management decision that can be addressed independently of this plan. However, the Plan will identify a strategy for completing wildlife inventories. Therefore, this issue will not be further addressed in this planning effort.

Issue Statements

The following list identifies issue statements for Wildlife and Fisheries Management:

- How will habitat be managed for threatened, endangered, and sensitive species?
- How will habitat be managed for non-listed species?

- How will management of domestic livestock be accomplished in consideration of wildlife needs?
- How will wildlife populations be managed, both listed and non-listed?

General Recreation

BLM's management guidance requires that recreational use and access be provided in a way that encourages users to conserve and protect natural and cultural resources found on public lands. Physical access to these lands for recreational purposes is provided by a system of public and agency roads and trails. Although generally open to the public, agency officials may restrict or control the level of recreational use on these lands by limiting access to roads and trails. Restrictions may be imposed to protect sensitive or critical resources or to meet specific management needs.

Public Comment

The documented comments regarding "General Recreation" and associated planning classifications are summarized in Table 11.

Table 11. General Recreation

Comment	Planning Classification[1]			
	A	B	C	D
Keep trails for non-motorized use	✓			
Implement "zoning" throughout the Monument (quiet areas vs. heavy recreation)	✓			
Allow for open recreational use	✓			
Keep dispersed camping	✓			
Limit access to discourage extensive use	✓			
Add site interpretation signage at trailheads and some cultural sites			✓	
Encourage visitor activities in high-use areas (Sand Canyon)	✓			
Limit mountain bike access	✓			
Keep mountain bike access	✓			
Allow for hunting	✓			
Ban mountain bike access	✓			
Restrict use and/or close areas to camping	✓			
Ban hunting				✓
Ban open recreational use (provide strict management)	✓			
Keep recreation to a minimum	✓			
Evaluate current services (e.g., camping) and determine their effectiveness/need			✓	

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Recreation was one of five resource areas (i.e., fire management, law enforcement, rangeland management/grazing, and riparian resource) that received responses from the local communities of Dolores, Durango, Cortez, and Mancos in higher numbers than from any other geographic region defined within the scoping process. Of these five resource areas, the communities listed above commented on recreation the most. Local responses accounted for 50 percent of the total comments submitted, which highlights the significance of recreational use within the Monument for the neighboring residents.

Although individuals want BLM to protect the "solitude, serenity, and natural beauty" of the area, many do not want BLM to limit recreational opportunities within the Monument. Determining the amount of public recreational opportunities allowed within the Monument (e.g., camping, biking, hunting, hiking, riding) is a planning issue that will be addressed in the Plan.

The recreation comment that received the most attention from the public requested that BLM leave trails for non-motorized use open. In some instances, individuals noted specific areas, such as Sand Canyon, that they want available for hiking, biking, dispersed camping, and horseback riding. Respondents expressed how highly they value the diverse recreational opportunities within the Monument and a desire that BLM manage the area in a manner that will allow personal discovery and freedom for all visitors.

Other comments received that will be addressed in the Plan are related to the topics of open recreational use, camping in general, and limiting recreational access to discourage extensive use. Many people stated that they value the "openness" of the Monument and the ability to hike and camp just about anywhere. Hiking appeared to be the most popular form of recreation, with respondents expressing their desire to continue to walk around and enjoy the Monument with little or no restriction. Several individuals also expressed concerns about camping restrictions and requested that BLM allow dispersed camping without the need to first obtain a use permit. The opposition to such open forms of recreation was just as strong. Other comments focused on discouraging extensive recreational use by placing restrictions on access throughout the Monument. These respondents did not want the valuable cultural and biological resources destroyed by public overuse.

A number of comments focused on the educational component of the Monument. Individuals felt that "Education must become more obvious at each trailhead and observation area." The general request was that BLM establish an educational program for all users and add additional interpretation on the Monument in the form of signs at cultural sites and trailheads. Respondents also requested that BLM evaluate current services to determine their effectiveness, or whether or not they were even needed. These issues, which received the planning classification "C," are issues BLM can address independently of this planning effort.

Issue Statements

The following list identifies issue statements for General Recreation:

- What range of recreational opportunities should be provided to meet user's needs?
- What facilities will be needed to support the full spectrum of recreational opportunities provided by Monument resources?
- How should commercial recreation operations be addressed and managed to meet the goals of the Monument?
- Should the Monument be marketed for tourism?
- How can recreational needs be met while ensuring that irreplaceable cultural resources are not damaged?
- How will the Plan distinguish general recreational uses from public education uses of Monument resources, including archaeological, ecological, paleontological, and geological resources?

- How will recreationists be convinced of the value and need for protection of cultural and non-cultural Monument resources?
- How should multiple uses versus segregation of recreational uses (for foot, horseback, motorized, mechanized) be managed?
- How should the extent and placement of directional and interpretive signage be managed?
- What level/amount of use is appropriate for each recreational use to allow for varied activities and to meet resource objectives?
- How are fees for recreational uses to be considered?
- How is firearm use to be managed?
- How can public safety be assured while providing the full spectrum of recreational opportunities?
- How can recreation be managed to minimize the introduction of invasive species?
- How can primitive recreational experiences be provided within Monument management?
- How can the effectiveness of facilities and recreational services be managed?
- What criteria will be used to determine service effectiveness?
- How will hunting be addressed and managed within the Monument?
- How will law enforcement on Monument lands affect hunting?
- How will traditional or subsistence hunting be addressed in management of Monument lands?
- How will hunting opportunities be improved through collaboration with the Colorado Department of Wildlife Resources?
- How will safety risks resulting from hunting be managed?
- How will transportation associated with hunting and game retrieval be addressed?
- How will actions on federal lands adjacent to the Monument affect the noise environment on the Monument?

Visual Resource Management

Consistent with BLM's Visual Resource Management (VRM) system, the land within the Monument is currently being inventoried for visual resources. This involves identifying the visual resources within the area and assigning them to inventory classes using BLM's visual resource inventory process. Once the inventory is complete, the Monument will be analyzed for visual resources. This involves determining if potential visual impacts from proposed surface disturbing activities or developments would meet the management objectives or whether design adjustments will be required.

Public Comment

The documented comments regarding "Visual Resource Management" and associated planning classifications are summarized in Table 12.

Table 12. Visual Resource Management

Comment	Planning Classification[1]			
	A	B	C	D
Preserve the scenic quality	✓			
Mitigate/Limit light pollution	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Most of the comments received were from individuals requesting that BLM preserve and protect the land in its natural state to the greatest degree possible. Overall, respondents felt that preserving the natural beauty of the land was an important point for BLM to focus on throughout the planning effort. VRM comments are essential to BLM's planning process and will be included in the Plan.

Respondents expressed their concern about the possibility of increased development that would bring more light pollution. Comments focused in particular on two areas: light affecting the ability to view the night sky and light affecting neighboring residents. Individuals value the clear, bright skies at night and are worried about possible future developments within the Monument. In addition, residents do not want to be kept awake by continual light from potential Monument facilities. The comments not only stress the importance of limiting light pollution, but mitigating the current light impacts as well. Addressing light pollution in the planning area is a management decision that will be addressed in the new Plan.

Issue Statements

The following list identifies issue statements for "Visual Resource Management":

- How will the visual nature of the Monument be preserved while providing protection for the objects within the Monument and identified uses?
- How will visual resource management on Monument land integrate with management on adjacent lands?
- How will features with special visual character (e.g., landmarks) be addressed?
- How will light pollution of the night sky be addressed?

Rangeland Management/Grazing

It is the responsibility of BLM to develop a grazing program that establishes a balance between the needs of ranchers and other users of public lands. Livestock grazing is permitted, pursuant to the terms and conditions of existing permits and leases. Best management practices will be followed to protect rangeland resources, and where necessary, to mitigate any conflicts with other Monument uses and values. Administrative actions will be implemented under existing regulations to assure compliance with existing permit/lease requirements, monitoring and supervision of grazing use, and enforcement of unauthorized use.

Public Comment

The documented comments regarding "Rangeland Management/Grazing" and associated planning classifications are summarized in Table 13.

Table 13. Rangeland Management/Grazing

Comment	Planning Classification[1]			
	A	B	C	D
Promote healthy plant communities	✓			
Continue permits for grazing	✓			
Limit grazing on the Monument	✓			
Evaluate grazing impacts	✓			
Ban grazing on the Monument	✓			
Evaluate current grazing standards/guidelines and change where needed for resource protection	✓			
Mitigate grazing impacts via resting, reseeding, protective barriers for springs, etc…			✓	
Continue farming and producing crops				✓
Retire allotments if permits have not been used for several years		✓		

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Of the total comments received pertaining to rangeland resources, most comments focused on "Managing for healthy grass and forb communities" to promote an ecosystem with healthy plant communities. Individuals were concerned by the current grazing practices and wanted BLM to help safeguard the vegetation for wildlife and to prevent unnecessary erosion. Soil conditions are also important for agricultural use, which was reported as being "essential to the economy and a tradition dating back 1,000+ years."

Several local residents valued cropland and its products, particularly fruit, vegetables, grain, and alfalfa.

Local communities submitted the largest number of comments for rangeland management/grazing. It was one of five previously cited resources that dominated local interest. Of the total rangeland/grazing comments received, 46 percent were local. In addition to comments supporting grazing rights and a continuance of permits on the Monument, a number of respondents expressed concern about the impacts of grazing on archaeological sites, riparian areas, and wildlife habitats. The ability to continue, limit, or ban grazing in these areas is a decision BLM will make as part of this planning effort. If necessary, BLM can evaluate impacts and then decide to either limit grazing or continue current permits.

Determinations, along with their casual factor(s), for Colorado BLM Standards for Public Land Health have been made for the 28 allotments on the Monument. Several of the standards were determined as "not achieved." In those instances where a standard was "not achieved," a determination was made as to the causal factor. Of the 28 allotments on the Monument, 17 identified livestock grazing to be a casual factor for receiving a "not achieved" rating. Grazing regulations at 43 CFR 4180.2(c) requires changes in grazing management where current livestock grazing management has been identified as a causal factor. Grazing management changes will be addressed in the new Plan, as well as through individual permit renewal environmental assessments, administrative actions, and/or annual operating plans.

Retiring allotments when permits have not been used for several years can be resolved by BLM through policy or administrative actions. In accordance with 43 CFR 4170.1-2, if a permit holder fails to make substantial use as authorized in his permit for two consecutive years, the Secretary is authorized to cancel from the grazing permit that portion of permitted use that the permit holder has failed to use. Therefore, the option of retiring allotments, do to nonuse, is not a plan-level decision.

Issue Statements

The following list identifies issue statements for Rangeland Management/Grazing:

- How will rangelands be managed to ensure healthy and ecologically sustainable communities and meet the Colorado BLM Standards for Public Land Health?
- How will range resources be managed to provide adequate forage for domestic uses?
- How will range resources be managed to provide appropriate habitat elements for wildlife species?
- How will range resources be managed to provide usable materials?
- How will range resources be managed to assure healthy range conditions over long-term cycles – periods of prolonged drought with resultant degradation and long recovery periods?
- How will priorities be set and managed for conflicting and competing uses (i.e., domestic forage vs. wildlife)?

- How are rangeland improvements to be addressed in Monument management?
- How will BLM address voluntary retirement of allotments?
- How will vegetation communities be managed to maintain ecological integrity?
- How will vegetation communities be managed to minimize risk from natural catastrophic events (e.g., fire, infestations)?
- How will vegetation be managed to discourage or eliminate spread of non-native invasive species?
- How will priorities and practices be set regarding native vegetation for natural ecology vs. species introduction for economic purposes?
- How will the Monument be managed to prevent it from becoming a vegetative island isolated from adjoining communities?
- How can regional ecology be maintained by travel management?
- How will cultural values associated with specific plant species be addressed?
- How will extensive acres of piñon-juniper chainings be managed?
- How will listed plant species be protected?
- How will use of chemicals in vegetation management be addressed?
- How will fire rehabilitation be managed to allow for natural restoration?

Riparian Resources

Riparian habitat, one of the most sensitive types of habitats, is an ecological link between water and land-based environments. Riparian habitat in Colorado is vital to the survival and migration of numerous mammals, birds, fish, insects, reptiles and amphibians, as well as an important factor in the health of watersheds and stream courses. BLM recognizes the importance of protecting these environments, which are critical in maintaining the overall health of the land.

Public Comment

The documented comments regarding "Riparian Resources" and associated planning classifications are summarized in Table 14.

Table 14. Riparian Resources

Comment	Planning Classification[1]			
	A	B	C	D
Protect riparian areas	✓			
Restrict access by livestock	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

The majority of comments regarding riparian resources focused on the general protection of the riparian areas. Local community residents submitted 39 percent of these comments.

Individuals want to see riparian areas preserved for the native wildlife and plant communities. In the public's view, the most common means by which to preserve these areas is through strict grazing management. Respondents noted the occurrence of impacts caused to riparian areas (e.g., eroding streambanks) when grazing is not adequately managed. The public was concerned about the issue of appropriate access for livestock and several respondents concluded, "There should be no grazing allowed in riparian areas." These comments will be addressed in this planning effort.

Issue Statements

The following list identifies issue statements for Riparian Resources:

- How will riparian areas be managed?
- How are riparian areas to be restored to their Proper Functioning Condition?
- What measures will be put into place to help protect riparian areas?
- Will livestock be regulated in these areas, and if so, how?

Law Enforcement

The passage of FLPMA granted the Secretary of the Interior the ability to authorize "Federal personnel or appropriate local officials to carry out law enforcement responsibilities with respect to public lands and their resources" (43 USC 1733, Section 303). Due to resource sensitivity, law enforcement problems on the Monument are intensified. BLM is conscious of the importance of a strong law enforcement foundation to protect the resources identified in the Proclamation.

Public Comment

The documented comments regarding "Law Enforcement" and associated planning classifications are summarized in Table 15.

Table 15. Law Enforcement

Comment	Planning Classification[1]			
	A	B	C	D
Increase law enforcement efforts			✓	
Increase preventative measures for vandalism	✓			
Increase preventative measures for litter	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Comments received on this issue were generally stated as a request that BLM increase law enforcement efforts on the Monument. Several public comments specifically identify protection of cultural sites as a reason for needing an increased law enforcement presence on the Monument. The remaining comments focused on efforts to curtail OHV-related problems. Local community residents accounted for 43 percent of the total comments submitted for this topic.

The act of increasing law enforcement efforts is a step that can be taken independent of the Plan; therefore, it will not be addressed further. However, strategies for increasing law enforcement (e.g., cooperating with Hovenweep National Monument) will be addressed in the Plan. Additionally, BLM will develop management actions directed at curtailing vandalism and litter on the Monument.

Issue Statements

The following list identifies issue statements for Law Enforcement:

- Is there an opportunity for local community members to assist with monitoring for vandalism?
- What type of law enforcement is necessary to protect cultural resource?

Lands and Realty

Public land within the Monument is not subject to typical lands and realty actions. Instead, the 164,000 acres of BLM-administered lands on the Monument are subject to management directives set forth in the Proclamation. Language in the Proclamation states that lands within the boundaries of the Monument are "appropriated and withdrawn

from all forms of entry, location, selection, sale, or other disposition under the public land laws."

The NPS and private landowners also maintain parcels within the Monument's boundaries. Most land adjacent to the Monument is privately owned, except for the Navajo and Ute Mountain Ute Reservations, which border the Monument on the west and south, respectively.

Public Comment

The documented comments regarding "Lands and Realty" and associated planning classifications are summarized in Table 16.

Table 16. Lands and Realty

Comment	Planning Classification[1]			
	A	B	C	D
Acquire available in-holdings and edge-holdings	✓			
Remove Monument designation				✓
Land management should be coordinated with surrounding landowners and land managers.	✓			
Leave in-holdings and edge-holdings alone				✓

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Views were split over the issue of in-holdings and edge-holdings. Many local individuals who owned land near the Monument were concerned about their land, and whether or not BLM would be pressured into acquiring it for further cultural resource preservation. Of those that owned land, nearly all identified themselves as ranchers who have been there for several generations. On the other side of this issue, a number of respondents wanted the private landowners bought out to facilitate the preservation of all natural resources.

Acquiring available in-holdings and edge-holdings from willing sellers received the planning classification "A," denoting that BLM will identify in the Plan criteria for future acquisitions (e.g., properties with high cultural resource value). Specific land acquisitions, from willing sellers, will not be addressed in the Plan.

Comments requesting that BLM leave in-holdings and edge-holdings alone received the planning classification "D," indicating that BLM determined the issue to be beyond the scope of current planning. BLM does not have the authority to condemn private property. As previously stated, BLM will only consider acquiring private property, if a willing seller approaches them first.

The public also wanted to see the Monument managed through a cooperative agreement with Hovenweep National Monument. Individuals expressed that this agreement would "provide a wide range of scientific, educational and recreational opportunities at the [M]onument."

A small number of respondents stated that they saw "no value" to the Monument and wanted the designation revoked. Some felt that the previous area designation of the Anasazi ACEC was adequate for resource protection, while others simply wanted the land left completely alone. As identified by planning classification "D," this issue has been determined to be beyond the scope of this planning effort and will not be further addressed or analyzed through this BLM planning process. Only the President of the United States and Congress have the authority to edit or revoke the Proclamation.

Issue Statements

The following list identifies issue statements for Lands and Realty:

- How will land tenure be addressed to provide for protection of Monument objects and furnish the levels of service required in the Proclamation?
- How will land tenure issues be coordinated with surrounding landowners and land managers?
- How will existing in-holdings and edge-holdings be addressed?
- How will existing and future rights-of-way and utility corridors, or sites, be addressed?
- How will the acquisition of in-holdings and edge-holdings be addressed?
- How will any historic stock drive-ways, Anasazi highways, or other historic routes be considered from a land tenure standpoint?
- How will trespass onto private lands resulting from Monument management be addressed?
- What role should conservation easements play in Monument management?
- How will Revised Statute 2477 rights-of-way be addressed?

Forestry Management

The forest-related products within the Monument include fuel wood, Christmas trees, and round wood products such as poles and fence posts. More traditional forest-related products include bark materials, limb wood, foliar materials, and seeds and nuts. The primary forest type is the pinyon pine/Utah juniper (*Pinus edulis/Juniperus osteosperma*).

At present, pinyon/juniper woodlands are receiving a limited amount of management through fuels reduction efforts. For example, in 2003 pinyon and juniper were hand-thinned in and around Lowry Pueblo. Fuel wood cutting is a permitted activity within the

Monument. The Plan will identify future locations for this activity, as well as mitigation measures to address potential impacts to archaeological resources.

Public Comment

The documented comments regarding "Forestry Management" and associated planning classifications are summarized in Table 17.

Table 17. Forestry Management

Comment	Planning Classification[1]			
	A	B	C	D
Maintain current fuel wood cutting management	✓			
Ban private fuel wood cutting	✓			

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Comments dealing with private fuel wood cutting were divided. Half of the respondents felt that fuel wood cutting had no place on the Monument, while the other half would like to see fuel wood cutting maintained land for the good of the local economy. Local residents accounted for 83 percent of the total comments submitted for Forestry. The issues surrounding Forestry Management will be addressed in the Plan.

Issue Statements

The following list identifies issue statements for Forestry Management:

- How will Monument management furnish adequate supplies of forest products?
- How will traditional forestry uses be supported by Monument forest management?
- How will a healthy forest type be maintained?
- How will forest type be maintained or enhanced for habitat value/function?
- Will chemicals (e.g., herbicides, pesticides) be used in forest management?
- How will forest restoration be managed?
- How will chained areas be managed?

Fire Management

As stated in BLM's Interim Management Guidance for the Monument, the goal of fire management will be to manage fuels so as to minimize risk to cultural resources. Resource-benefit fires will be allowed only where risk to cultural resources is minimal.

Independent of this planning effort, the National Fire Plan, as endorsed by the Secretary of the Interior in August 2001, is a 10-year comprehensive strategy to reduce the risk of wildland fire to communities and the environment. In accordance with this plan, BLM will implement a number of program actions to reduce hazardous fuels and their adverse effects on forest and rangelands, to mitigate the impacts of sever wildfires on rural communities, and to enhance firefighting capabilities.

Public Comment

The documented comments regarding "Fire Management" and associated planning classifications are summarized in Table 18.

Table 18. Fire Management

Comment	Planning Classification[1]			
	A	B	C	D
Re-establish natural fire regime	✓			
Debris and brush-clearing programs should happen only after careful analysis			✓	

[1] Issues are classified as follows: 'A'—will be addressed in the current Resource Management Plan; 'B'—will be resolved through policy or administrative actions; 'C'—are already being addressed or will be addressed independent of the current planning effort; 'D'—determined to be beyond the scope of current planning.

Fire management comments focused on re-establishing the natural fire regime for the Monument area. While individuals feel that the protection of cultural resources should remain a top priority, reintroducing natural fire regime should be allowed and encouraged where feasible.

Establishing debris and brush-clearing programs received public attention as well. Management of debris and brush is an ongoing program, the scope of which is largely determined by available funding. As this program is already being managed at a local level, it will not be addressed in this Plan.

Issue Statements

The following list identifies issue statements for Fire Management:

- How will firefighting operations be impacted by Monument management?
- How will planning efforts for hazardous fuel reduction and/or fuel mitigation impact wildland/urban interface areas, structures, biological resources, archaeological resources of high value, and public safety, while still providing protection from extreme wildfires?
- How will fire, both prescribed and natural, be managed to protect cultural resources?

- How will fire, as a natural ecological element, be addressed in management of the Monument?
- How will fire rehabilitation be managed to allow for natural restoration?
- How will fire suppression activities be coordinated between, BLM, NPS, Forest Service, tribes and local governments?

Public Health and Safety

BLM has several programs that guide management to protect public health, safety, and property. These responsibilities include such activities as identifying abandoned mine lands, protecting lands from illegal dumping of solid and hazardous materials, preventing theft of federal property or misuse of resources, and managing wildfire.

The release of hydrogen sulfide (H_2S), a potentially lethal gas, may occur during oil and gas drilling and production operations. When determined necessary, BLM requires fluid mineral operators to develop a H_2S contingency plan to address any problems that may occur during drilling or production. In the contingency plan, fluid mineral operators identify monitoring protocols and other mitigation measures to ensure H_2S is not released into the atmosphere.

Public Comment

There were no comments received concerning Public Health and Safety.

Issue Statements

The following list identifies issue statements for Public Health and Safety.

- How will management of the Monument provide for adequate levels of public health and safety, while members of the using community are within the Monument?
- How will facilities and infrastructure be provided and managed to provide adequate levels of public health and safety?
- How will Monument management provide for adequate levels of health and safety for adjacent landowners?
- How can preserving back country and wild character be balanced with maintaining appropriate levels of public health and safety?
- How do we address liability associated with users of the Monument's lands and facilities?
- How will Monument management ensure H_2S is not released into the air during the development of carbon dioxide?

Additional Comment Reports

Comments and concerns regarding the Monument were also received from several organizations and local governments. Along with individual scoping comments, these additional reports are available for review at the AHC, located in Dolores, Colorado. Comments generated from these letters and reports are presented independently because the submittal signifies more than one commenter, representing the organization or municipality as a whole. Accordingly, these comments were not entered in the scoping database, which is representative of an individual commenter. Organizations and local governments that submitted reports include:

- San Juan Citizens Alliance
- Board of County Commissioners, Dolores County
- Board of County Commissioners, Montezuma County
- Environmental Protection Agency
- The Wilderness Society
- The Advisory Council on Historic Preservation
- Colorado Archaeological Society
- National Trust for Historic Preservation

Additionally, a compilation report was received from the representatives of Colorado Environmental Coalition, Colorado Mountain Club, Friends of the Earth, National Trust for Historic Preservation, National Wildlife Federation, Sierra Club, and The Wilderness Society. This report is referred to as "Compilation Report," and is summarized in the text to follow.

San Juan Citizens Alliance

The San Juan Citizens Alliance (SJCA) submitted a "Citizens Management Plan," based on the concerns of local citizens. Key management issues identified by SJCA include cultural resource protection as well as the overall health of the land. The plan emphasizes protection of scientific and historic objects, development of a transportation system that protects the values of the Monument, careful consideration of management for oil and gas exploration, management of grazing, and habitat preservation. The SJCA continues to identify BLM's responsibility to inventory and protect wilderness values. Furthermore, they recommend BLM include areas with wilderness character into a Primitive Management Area with no surface disturbance.

The overall vision of the SJCA plan is to manage for the undeveloped and remote character of the Monument, including minimal recreational development, protection of cultural resources, education, scientific and historical research, and protection of uncommon ecological systems and areas with wilderness character. Close coordination with local communities throughout the planning process is also highly desired.

The SJCA proposes that the Monument be divided into four zones ("Front Country," "Passage," "Outback," and "Primitive") and that appropriate management actions be assigned to each zone, depending on the permitted level of use. Monument locations SJCA apportioned to each zone are geographically described in the report, as well as depicted on a map titled "Management Areas."

The plan then provides a thorough explanation on how BLM should develop a "well-designed" transportation system. Six transportation planning principles are presented, including guidance on route designations. The SJCA strongly encourages BLM to first inventory objects of historic and scientific interest before route designation occurs to ensure no significant threats to Monument resources. The SJCA's preliminary proposed transportation network is also identified on the "Management Areas" map.

The SJCA plan further outlines specific management actions that should or should not be allowed to take place on the Monument for the following resource topic areas: cultural resources, recreation, oil and gas exploration and development, livestock grazing, wildlife, and wilderness.

Examples of management strategies included in the plan are as follows:

- Cultural resources should be preserved and a complete archaeological inventory should be completed before other management decisions are made;
- Recreation should be limited to areas properly monitored and developed for use;
- Limiting oil and gas exploration and development should be completed in ways that do nothing to jeopardize the Monument's cultural resources;
- Grazing on the Monument should be managed to minimize impacts to cultural and natural resources;
- Wildlife should be protected from impacts associated with ongoing uses of the Monument;
- Current WSA designations should be protected and candidate areas should be evaluated for their wilderness potential.

Board of County Commissioners, Dolores County

On May 7, 2001, the Board of County Commissioners held a public meeting for input from the residents of the County concerning the proposed wilderness lands. These wilderness lands include the following areas within the Monument: Squaw/Papoose Canyon WSA, Cross Canyon WSA, and Cahone Canyon WSA. Residents attending the meeting voiced opposition to the proposal. Additionally, letters voicing opposition to the Wilderness Initiative cited potential impacts to the local economy, farming and grazing rights, access to forest lands, local revenues from hunting and fishing, the use of roads for search and rescue and fire suppression, and a perception that wilderness designations would discriminate against seniors and handicapped citizens.

As a result of these comments, the Board of County Commissioners requests that the County receive payment at a rate of $2.00 per acre per year tied to inflation for any lands in Dolores County that are declared National Monument, roadless, or wilderness study area, or any area taken out of production for any reason.

Board of County Commissioners, Montezuma County

The Montezuma County Board of County Commissioners submitted the Working Group Report adopted by the Commission on June 18, 2001. The Commission identifies the need to effectively address the important and wide-ranging issues with regard to the management of this area, including:

- The expeditious appointment of a Canyons of the Ancients Resource Advisory Council (RAC) representative of local interests and stakeholders.
- The development of an RMP that incorporates active community participation.
- The pursuit of adequate federal funding to support a resource management planning process that involves active management and oversight by the RAC and the community at large.

The Working Group report, titled "Report to Secretary Babbitt on Community Concerns and Issues to be considered in the Future Management of the ACEC," was prepared by the Southwest RAC. This RAC was formed to identify community concerns and issues to be considered in determining what form the future management of the Anasazi Culture Multiple Use ACEC (now the Canyons of the Ancients National Monument) will take.

The Council identified six overlying themes that emerged from public involvement:

- Protect the cultural resources;
- Identify and control vandalism and other causes of resource degradation;
- Support the strong consensus for multiple use of the ACEC;
- Protect the economic base of the community;
- Support BLM/community collaboration in protecting the ACEC; and
- Avoid actions that increase visitation without readiness and resources.

Environmental Protection Agency

EPA submitted a report that identifies potential issues to consider in the draft Plan in response to BLM's NOI published April 24, 2002 in the Federal Register. EPA summarized the process of developing an RMP for a National Monument, including key steps of the process such as developing alternatives and analyzing environmental impacts of those alternatives.

The remainder of the report focuses on issues such as grazing, ecological restoration and protection, wildlife effects and biodiversity, nonnative plants and weed control, soils and nonpoint source pollution, wetlands, recreation, oil and gas leasing and mineral exploration, and socioeconomic effects. Additional comments concerned the Committee and public participation plan. In sum, EPA highlights concerns BLM should address in the EIS, lists viewpoints about specific issues, and references rules and regulations relevant to those issues.

The Wilderness Society

The Wilderness Society submitted a report on behalf of its 200,000 members focusing on the development of a transportation system to provide public access throughout the Monument. The Wilderness Society believes the current network of roads should be used and requests BLM to establish a transportation system only to the extent that is necessary on the Monument. Furthermore, the Wilderness Society proposes that many unnecessary existing roads be closed and reclaimed to protect the Monument.

The Wilderness Society references the model used for the Grand Staircase-Escalante National Monument (GSENM) and requests that BLM use a similar model for Canyons of the Ancients National Monument. In the GSENM model, BLM did not conduct an inventory of every road, route, trail, and tire track on the Monument. Rather, BLM solicited input from the public concerning access needs, combined those results with agency research, and developed a set of transportation network alternatives that were evaluated during the resource management planning process. The important factor is that roads not included on the transportation system were, by definition, closed. The Wilderness Society feels strongly that this model could greatly benefit BLM when developing a transportation system for Canyons of the Ancients National Monument.

In addition to soliciting input from the public, the Wilderness Society strongly recommends inventorying the objects (e.g., cultural resources) identified in the Proclamation and then determining the transportation network appropriately.

Overarching management principles for the Monument as well as other highlighted comments include:

- BLM must protect and restore the structure, function, and composition of the National Monument's landscape to further its protective purposes.
- BLM must give priority to the objects of scientific and historic interest in all planning and decision-making activities, including allocations of staff time and funding.
- BLM can allow use of the National Monument only if such use does not interfere with the protection, restoration, and prioritization duties as described in the above two principles.
- BLM should present the public with a series of alternative transportation systems in the draft Plan.
- The transportation alternative must further protect purposes of the Monument.

- Each road must be justified and managed with the proper level of NEPA analysis.
- Each road must be deemed in fact necessary.

The Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation (ACHP) submitted a letter containing comments on the development of the Monument's Plan. In addition to strongly encouraging a collaborative planning effort, the ACHP recommends that BLM consider the following in their planning effort:

- BLM should provide access to the public to archaeological sites and other resources, but do so in a manner that ensures protection of important resources.
- BLM should continue to survey the Monument for cultural resources for research purposes and to provide BLM with sufficient information to develop effective management strategies.
- BLM should ensure Native Americans continue to have access to areas of the Monument for traditional cultural and religious activities, and should keep interested Indian tribes actively involved in the development of the Plan.
- BLM should emphasize management direction on the protection of the cultural and natural resources.
- BLM should ensure that the development of leases for oil, gas, and carbon dioxide development is carried out in compliance with Section 106 of the NHPA, and in consultation with all affected parties, including Indian tribes. Additionally, BLM should consider a wide range of options for avoiding adverse impacts.

Closing comments stress the importance of considering the requirements of Section 106 and Section 110 of the NHPA and the Executive Order on Preserve America (E.O. 13287) as part of BLM's planning efforts for the Monument.

Colorado Archaeological Society

On behalf of the Hisatsinom Chapter (Montezuma County area) of the Colorado Archaeological Society, the President of the Chapter submitted a letter expressing concerns with regard to the Monument's Plan. While the Chapter's concerns focus on the protection of the cultural resources found on the Monument, they fear that protection will result in closing off the cultural resources to qualified researchers. The Hisatsinom Chapter encourages BLM to make research a high priority in the Monument's Plan.

National Trust for Historic Preservation

The National Trust for Historic Preservation (National Trust) was established to "facilitate public participation in the preservation of sites, buildings, and objects

significant in American history and culture." The National Trust recommends that BLM adopt and actively support a vision statement that corresponds with the purpose for creating the Monument, and urges BLM to "first and foremost" consider the protection of the cultural, historic, and scientific objects identified in the Proclamation.

Compilation Report

This compilation report was submitted by the representatives of Colorado Environmental Coalition, Colorado Mountain Club, Friends of the Earth, National Trust for Historic Preservation, National Wildlife Federation, Sierra Club, and The Wilderness Society. The compilation group's joint comments emphasize preservation of the natural, historic, prehistoric, scenic, and other values of the Monument in accordance with provisions of Presidential Proclamation 7317 and the broader conservation objectives of the National Landscape Conservation System. The report proposes that BLM develop a vision for management of the Monument that will:

- Protect, conserve, and restore the special values of the landscape;
- Protect, conserve, and restore the remote and undeveloped character of the landscape;
- Foster scientific inquiry to enhance resource management and public education; and
- Build community relationships to foster cooperative stewardship.

In considerable detail, supported by reference to existing laws, regulations, BLM guidance, and scientific standards, the representatives present an analysis of a range of issues relevant to development of the Plan for the Monument, including cultural, geologic, and paleontological resources; wildlife and habitat; water resources; transportation planning and OHVs; oil and gas exploration and development; livestock grazing; recreation; permits and right-of-ways; facilities, development, and operations; implementation and funding; and wilderness and WSAs. The report also makes highly specific management recommendations for each resource issue.

In accordance with principles of Adaptive Ecosystem Management (AEM), the representatives recommend that the following be incorporated into the Plan:

- Enforceable monitoring and evaluation programs with defined timeframes;
- Specific reporting requirements for all levels of the AEM process;
- Data that is identified with regard to its source, location, and time and be available for independent review and evaluation;
- Data collection and application practices that are formalized and standardized to ensure accuracy, credibility, and accountability;
- Disclosure of results, underlying methodology, and data management practices used; and
- Data collection based on the impacts, whether adverse or beneficial.

Appendices

Appendices

Appendix A

Presidential Proclamation 7317

Appendix A

Presidential Proclamation 7317

MONUMENT PROCLAMATION

Establishment of Canyons of the Ancients National Monument by the President of the United States of America

June 9, 2000

Containing the highest known density of archaeological sites in the Nation, the Canyons of the Ancients National Monument holds evidence of cultures and traditions spanning thousands of years. This area, with its intertwined natural and cultural resources, is a rugged landscape, a quality that greatly contributes to the protection of its scientific and historic objects. The monument offers an unparalleled opportunity to observe, study, and experience how cultures lived and adapted over time in the American Southwest.

The complex landscape and remarkable cultural resources of the Canyons of the Ancients National Monument have been a focal point for archaeological interest for over 125 years. Archaeological and historic objects such as cliff dwellings, villages, great kivas, shrines, sacred springs, agricultural fields, check dams, reservoirs, rock art sites, and sweat lodges are spread across the landscape. More than five thousand of these archaeologically important sites have been recorded, and thousands more await documentation and study. The Mockingbird Mesa area has over forty sites per square mile, and several canyons in that area hold more than three hundred sites per square mile.

People have lived and labored to survive among these canyons and mesas for thousands of years, from the earliest known hunters crossing the area 10,000 years ago or more, through Ancestral Puebloan farmers, to the Ute, Navajo, and European settlers whose descendants still call this area home. There is scattered evidence that Paleo-Indians used the region on a sporadic basis for hunting and gathering until around 7500 B.C. During the Archaic period, generally covering the next six thousand years, occupation of the Four Corners area was dominated by hunters and gatherers.

By about 1500 B.C., the more sedentary Basketmakers spread over the landscape. As Ancestral Northern Puebloan people occupied the area around 750 A.D., farming began to blossom, and continued through about 1300 A.D., as the area became part of a much larger prehistoric cultural region that included Mesa Verde to the southeast. Year-round villages were established, originally consisting of pit house dwellings, and later evolving to well-recognized cliff-dwellings. Many archaeologists now believe that throughout this time span, the Ancestral Northern Puebloan people periodically aggregated into larger communities and dispersed into smaller community units. Specifically, during Pueblo I (about 700-900 A.D.) the occupation and site density in the monument area increased. Dwellings tended to be small, with three or four rooms. Then, during Pueblo II (about 900-1150 A.D.), settlements were diminished and highly dispersed. Late in Pueblo II and in early Pueblo III, around 1150 A.D., the size and number of settlements again increased and residential clustering began. Later pueblos were larger multi-storied masonry dwellings with forty to fifty rooms. For the remainder of Pueblo III (1150-1300 A.D.), major aggregation occurred in the monument, typically at large sites at the heads of canyons. One of these sites includes remains of about 420 rooms, 90 kivas, a great kiva, and a plaza, covering more than ten acres in all. These villages were wrapped around the upper

reaches of canyons and spread down onto talus slopes, enclosed year-round springs and reservoirs, and included low, defensive walls. The changes in architecture and site planning reflected a shift from independent households to a more communal lifestyle.

Farming during the Puebloan period was affected by population growth and changing climate and precipitation patterns. As the population grew, the Ancestral Puebloans expanded into increasingly marginal areas. Natural resources were compromised and poor soil and growing conditions made survival increasingly difficult. When dry conditions persisted, Pueblo communities moved to the south, southwest, and southeast, where descendants of these Ancestral Puebloan peoples live today.

Soon after the Ancestral Puebloans left the monument area, the nomadic Ute and Navajo took advantage of the natural diversity found in the variable topography by moving to lower areas, including the monument's mesas and canyons, during the cooler seasons. A small number of forked stick hogans, brush shelters, and wickiups are the most obvious remnants of this period of occupation.

The natural resources and spectacular land forms of the monument help explain why past and present cultures have chosen to live in the area. The geology of the monument evokes the very essence of the American Southwest. Structurally part of the Paradox Basin, from a distance the landscape looks deceptively benign. From the McElmo Dome in the southern part of the monument, the land slopes gently to the north, giving no indication of its true character. Once inside the area, however, the geology becomes more rugged and dissected. Rising sharply to the north of McElmo Creek, the McElmo Dome itself is buttressed by sheer sandstone cliffs, with mesa tops rimmed by caprock, and deeply incised canyons.

The monument is home to a wide variety of wildlife species, including unique herpetological resources. Crucial habitat for the Mesa Verde nightsnake, long-nosed leopard lizard, and twin-spotted spiny lizard can be found within the monument in the area north of Yellow Jacket Canyon. Peregrine falcons have been observed in the area, as have golden eagles, American kestrels, red-tailed hawks, and northern harriers. Game birds like Gamble's quail and mourning dove are found throughout the monument both in dry, upland habitats, and in lush riparian habitat along the canyon bottoms.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument to be known as the Canyons of the Ancients National Monument:

NOW, THEREFORE, I, the President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there

are hereby set apart and reserved as the Canyons of the Ancients National Monument, for the purpose of protecting the objects identified above, all lands and interests in lands owned or controlled by the United States within the boundaries of the area described on the map entitled "Canyons of the Ancients National Monument" attached to and forming a part of this proclamation. The Federal land and interests in land reserved consist of approximately 164,000 acres, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral leasing, other than by exchange that furthers the protective purposes of the monument, and except for oil and gas leasing as prescribed herein.

For the purpose of protecting the objects identified above, the Secretary of the Interior shall prohibit all motorized and mechanized vehicle use off road, except for emergency or authorized administrative purposes.

Lands and interests in lands within the proposed monument not owned by the United States shall be reserved as a part of the monument upon acquisition of title thereto by the United States.

Because most of the Federal lands have already been leased for oil and gas, which includes carbon dioxide, and development is already occurring, the monument shall remain open to oil and gas leasing and development; provided, the Secretary of the Interior shall manage the development, subject to valid existing rights, so as not to create any new impacts that interfere with the proper care and management of the objects protected by this proclamation; and provided further, the Secretary may issue new leases only for the purpose of promoting conservation of oil and gas resources in any common reservoir now being produced under existing leases, or to protect against drainage.

The Secretary of the Interior shall prepare a transportation plan that addresses the actions, including road closures or travel restrictions, necessary to protect the objects identified in this proclamation.

The Secretary of the Interior shall manage the monument through the Bureau of Land Management, pursuant to applicable legal authorities, to implement the purposes of this proclamation.

The establishment of this monument is subject to valid existing rights.

Nothing in this proclamation shall be deemed to enlarge or diminish the jurisdiction of the State of Colorado with respect to fish and wildlife management.

This proclamation does not reserve water as a matter of Federal law. Nothing in this reservation shall be construed as a relinquishment or reduction of any water use or rights reserved or

appropriated by the United States on or before the date of this proclamation. The Bureau of Land Management shall work with appropriate State authorities to ensure that any water resources needed for monument purposes are available.

Nothing in this proclamation shall be deemed to enlarge or diminish the rights of any Indian tribe.

Laws, regulations, and policies followed by the Bureau of Land Management in issuing and administering grazing permits or leases on all lands under its jurisdiction shall continue to apply with regard to the lands in the monument.

Nothing in this proclamation shall be deemed to affect the management of Hovenweep National Monument by the National Park Service (Proclamation 1654 of March 2, 1923, Proclamation 2924 of May 1, 1951, and Proclamation 2998 of November 26, 1952).

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this ninth day of June, in the year of our Lord two thousand, and of the Independence of the United States of America the two hundred and twenty-fourth.

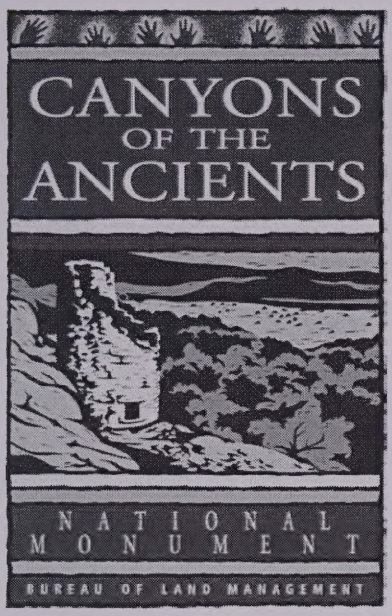
BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

Appendix B

Planning Newsletter No. 1

Appendix D

Public Invitation to Scoping Workshops (Flyer)



PUBLIC WORKSHOP

Make Your Voice Heard!

Provide input on and learn about the Management Plan for Canyons of the Ancients National Monument

The BLM is hosting three public "*scoping workshops*" to kick off the public involvement process for development of a Management Plan for Canyons of the Ancients National Monument. Interested citizens will be able to offer public input on the *scope of issues* to be addressed, and BLM will offer information on the Monument. Workshops will be held:

Date	Location	Time
Oct. 21, 2003	Koko's Conference Center 2121 East Main, Cortez, CO	6:30 pm
Oct. 22, 2003	Durango Community Recreation Center 2700 Main Avenue, Durango, CO	6:30 pm
Oct. 29, 2003	Holiday Inn Denver West 14707 West Colfax Avenue, Golden, CO	6:30 pm

NOTE: The above public workshops are only one of the opportunities you will have to provide input on management of Canyons of the Ancients National Monument. Written comments will be accepted until Nov. 28, 2003. Please send to:
Monument Planner, Canyons of the Ancients National Monument, 27501 Highway 184, Dolores, CO 81323, Fax 970-882-7035, or Email: Colorado_canm_scoping@co.blm.gov

If you have special needs, please contact the BLM at 970-882-5600.

PUBLIC WORKSHOP

Make Your Voice Heard!

Provide input on and learn about
the Management Plan for
Canyons of the Ancients National
Monument

The BLM is hosting three public "scoping workshops" to kick off the public involvement process for development of a Management Plan for Canyons of the Ancients National Monument. Interested citizens will be able to offer public input on the scope of issues to be addressed, and BLM will offer information on the Monument. Workshops will be held:

Date	Location	Time
Oct. 21, 2003	Kolo's Conference Center 2121 East Main, Cortez, CO	6:30 pm
Oct. 22, 2003	Durango Community Recreation Center 2700 Main Avenue, Durango, CO	6:30 pm
Oct. 29, 2003	Holiday Inn Denver West 14707 West Colfax Avenue, Golden, CO	6:30 pm

NOTE: The above public workshops are only one of the opportunities you will have to provide input on management of Canyons of the Ancients National Monument. Written comments will be accepted until Nov. 28, 2003. Please send to:

Monument Planner, Canyons of the Ancients National Monument,
27501 Highway 184, Dolores, CO 81323, Fax 970-882-7035, or Email:
Colorado_Canyons_Scoping@co.blm.gov

If you have special needs, please contact the BLM at 970-882-5630.

Appendix E

Public Scoping Workshop Agenda

Appendix E

Public Scoping Workshop Agenda

CANYONS OF THE ANCIENTS NATIONAL MONUMENT

PUBLIC SCOPING WORKSHOP
For Preparation of a
Resource Management Plan & Environmental Impact Statement

Tuesday, October 21, 2003
6:30 – 9:00 PM
Koko's Conference Center
Cortez, Colorado

6:30pm INFORMAL VIEWING OF EXHIBITS/DISCUSSIONS WITH STAFF

The purpose of this initial session from 6:30pm – 7:00pm is to allow you to familiarize yourself with resources and uses within the Monument. BLM resource specialists are available at seven stations to answer your questions. The individual stations include:

- Cultural Resources and Science and Research
- Biological Resources (wildlife, vegetation, range)
- Recreation, Interpretation/Education and Wilderness
- Lands, Realty, Public Access and Law Enforcement
- Oil and Gas Resources
- Hazardous Fuels and Fire Management
- Planning Process

7:00pm WELCOME AND PURPOSE OF WORKSHOP
- Review of Agenda
- Staff and Consultant Introduction

7:15pm MONUMENT AND PLANNING PROCESS OVERVIEW
- Monument Proclamation
- Monument Resources and Uses
- Planning Process and Schedule
- Opportunities for Public Involvement

7:45pm BREAK-OUT GROUPS TO IDENTIFY ISSUES & CONCERNS

8:30pm SUMMARY OF INPUT AND CONCLUDING COMMENTS

9:00pm ADJOURNMENT
- Informal Viewing of Exhibits/Discussions with Staff

Please review the back of this agenda for operating ground rules for this evenings Break-Out Group session. Detailed information for final comment submittal also included.

CANYONS OF THE ANCIENTS NATIONAL MONUMENT
PUBLIC SCOPING WORKSHOP
Meeting Operating Rules

Ground Rules

- All it takes is one good idea – we want to hear yours.
- Be respectful of one another.
- Share your ideas but please be clear and brief.
- Focus comments on issues under discussion.
- Focus on the future that you would like to create rather than past problems.
- Talk one at a time, and listen for good ideas.
- There is not one correct answer and there are no stupid questions.
- We are not looking for a consensus and are not taking votes.
- Please support the facilitator and take responsibility for observing these operating rules.

Please Remember - - Writing your own ideas down is the only way your comments will be recorded in the formal scoping process. We will not be translating information gathered on the flip charts. Written comments should either be returned today, or submitted by November 28, 2003 to:

Canyons of the Ancients National Monument
Attn: Steve Kandell
27501 Colorado Highway 184
Dolores, CO 81323

Appendix F

Total Counts of Documented Comments

Total Counts of Documented Comments

Resource	Comment	Total Count
Mineral Resources	Limit fluid minerals development to existing routes and sites	1532
	No new exploration in areas with sensitive resources (cultural, wildlife)	1479
	Address possible mitigation measures to existing impacts	1469
	Minimize fluid minerals development	1468
	Mitigate/limit noise pollution	43
	Ban fluid minerals development	39
	Keep fluid minerals development	16
	Evaluate existing impacts of fluid minerals development (scars, pads, lights, roads, and noise)	11
	Ban repeat exploration (leases)	9
	No new pipelines or well pads	7
	Consider alternatives to vibrosis buggies	3
	Prohibit all fluid minerals development	2
	Evaluate mine facilities that are >50yrs old for their historic significance	1
	Allow new fluid minerals development	1
Transportation Network	Close unnecessary routes	1476
	Close ecologically harmful roads, trails and routes and restore areas	1468
	Designate an environmentally sensitive transportation system	1466
	Only maintain routes that access key visitor destinations	1461
	No new routes	36
	Restrict public access	34
	Allow public access for non-motorized modes only	29
	Keep public access	19
	Inventory/Classify routes	8
	No new improvements of existing routes	6
	Close gas and oil routes to the public	4
	Keep access to inholdings	3
	Design access corridors to funnel visitors to Monument interior (away from private lands)	2
Off Highway Vehicles	Ban OHV	1477
	Limit OHV to designated routes	1474
	Restrict access by OHV'ers in washes	2
	Allow access by OHV'ers in washes	1
Wilderness and Special Areas	Designate Wilderness Study Areas where appropriate	1472
	Assess wilderness values	1461
	Expand wilderness designations	13
	Inventory for Wild and Scenic River designations	2
Cultural and Paleontological Resources	Increase protection of existing sites and cultural artifacts	1538
	Lands should be managed to preserve cultural resources	81
	Emphasize science and research development	52
	Inventory cultural resources	24
	Prevent grazing in areas having significant cultural resources	19
	Allow only limited access to existing sites, such as through guided tours	12
	Allow for different types of archaeological investigations (excavations, class tours, etc...)	10
	Remedy archeological looting	7
	Protect paleontological resources	4
	Leave cultural sites alone	2
	Prepare a multiple property National Register nomination that identifies elements of integrity for sites	2
	Protect natural echoing properties at rock art sites and their environment	1
	Maintain site integrity via National Historic Protect Act guidelines	1

Soils, Water, and Air	Preserve lands to protect all natural resources	1531
	Land should be preserved and remain untouched	126
	Mitigate/Limit air pollution	38
	Protect desert soils	4
	Keep waters for wildlife	4
	Protect private water rights	1
	Conduct hydrological studies of watershed	1
Visitor Use	Determine carrying capacity (see form letter for appropriateness)	1461
	Establish educational components	46
	Actively monitor population impacts	11
	Increase facilities on the Monument	9
	Limit Monument advertising	5
	Limit commercial tours	4
	Limit facility improvements to off-site	3
	Limit facility improvements on the Monument	3
	Allow for commercial tours	1
Wildlife and Fisheries Management	Protect/Preserve wildlife	118
	Preserve wildlife habitats	46
	Lands should be managed to preserve biological resources	44
	Protect rare (and endangered) species	21
	Protect herpetology	8
	Inventory wildlife	2
General Recreation	Keep trails for non-motorized use	39
	Implement "Zoning" through out the Monument (quiet areas vs. heavy recreation)	23
	Allow for open recreational use	18
	Keep dispersed camping	17
	Add trail (and some site) signage	12
	Limit access to discourage extensive use	12
	Encourage visitor activities in high-use areas (Sand Canyon)	11
	Limit mountain bike access	9
	Keep mountain bike access	7
	Allow for hunting	3
	Ban mountain bike access	2
	Restrict use and/or close areas to camping	1
	Ban open recreational use (provide strict management)	1
	Keep recreation to a minimum	1
	Ban hunting	1
	Evaluate current services, (e.g. camping) and determine their effectiveness/need	1
Visual Resource Management	Preserve the scenic quality	130
	Mitigate/Limit light pollution	15
Rangeland Management / Grazing	Promote healthy plant communities (safeguard plant communities)	28
	Continue permits for grazing	24
	Limit grazing on the Monument	15
	Ban grazing on the Monument	13
	Evaluate grazing impacts	13
	Evaluate current grazing standards/guidelines and change where needed for resource protection	11
	Mitigate grazing impacts via resting, reseeding, protective barriers for springs, etc.	9
	Continue farming and producing crops	6
	Retire allotments if permits have not been used for several years	2
Riparian Resources	Protect riparian areas	19
	Restrict access by livestock	14

Law Enforcement	Increase law enforcement efforts	14
	Increase preventative measures for vandalism	8
	Increase preventative measures for litter	1
Lands and Realty	Acquire available in-holdings and edge-holdings	7
	Remove monument designation	6
	Land management should be coordinated with surrounding parks, monuments, etc., for maximum service	5
	Leave in-holdings and edge-holdings alone (private land)	4
Forestry Management	Maintain current fuel wood cutting management	3
	Ban private fuel wood cutting	3
Fire Management	Re-establish natural fire regime	1
	Debris and brush clearing programs should happen only after careful analysis	1

Appendix G

Existing GIS Data Managed by BLM

Appendix G

Existing GIS Data Managed by BLM

Appendix G: Existing Monument GIS Data

Theme Category	Theme Description
Archaeology	Cultural sites-points
Archaeology	Cultural surveys-polygons
Base data	7.5' USGS quadrangles
Base data	Monument boundary
Base data	City boundaries
Base data	Colorado county boundaries
Base data	Colorado state boundary
Base data	Public Land Survey System - townships.
Base data	Public Land Survey System - sections
Base data	District boundary
Base data	30 meter DEM
Fire Management	Fire burn areas
Fire Management	Fuel management areas
Geology	50 meter contour lines
Geology	Generalized geological areas
Hydrography	Linear water features
Hydrography	Monument water bodies
Hydrography	McPhee and Narraguinnep Lakes
Hydrography	Water Source Inventory (springs, seeps, water tanks)
Hydrography	Fourth level watersheds
Hydrography	Fifth level watersheds
Hydrography	Sixth level watersheds
Lands	Land ownership
Lands	Montezuma County parcels
Minerals	Fluid Mineral leases
Minerals	Fluid Mineral wells
Minerals	Fluid Mineral Units
Range	Grazing allotments
Soils	Monument Soils
Special Areas	Citizens Wilderness Proposal
Special Areas	Hovenweep National Monument
Special Areas	Wilderness Study Areas
Special Areas	Rare Lizard and Snake Instant Study Area
Transportation	County routes
Transportation	Monument GPS route inventory
Transportation	Major highways
Transportation	Major roads
Transportation	Roads identified in the 1985 San Juan/San Miguel Resource Management Plan

Appendix G: Existing Monument GIS Data

Recreation	Sand Canyon Trail
Recreation	Points of Interest
Utility	GPS utility facilities
Utility	Transmission-communication sites
Utility	Utility lines
Utility	Western Area Power Administration lines
Vegetation	Monument Ecosites
Vegetation	Riparian areas
Vegetation	Steep canyon areas
Vegetation	Vegetation types
Wildlife	Wildlife sites

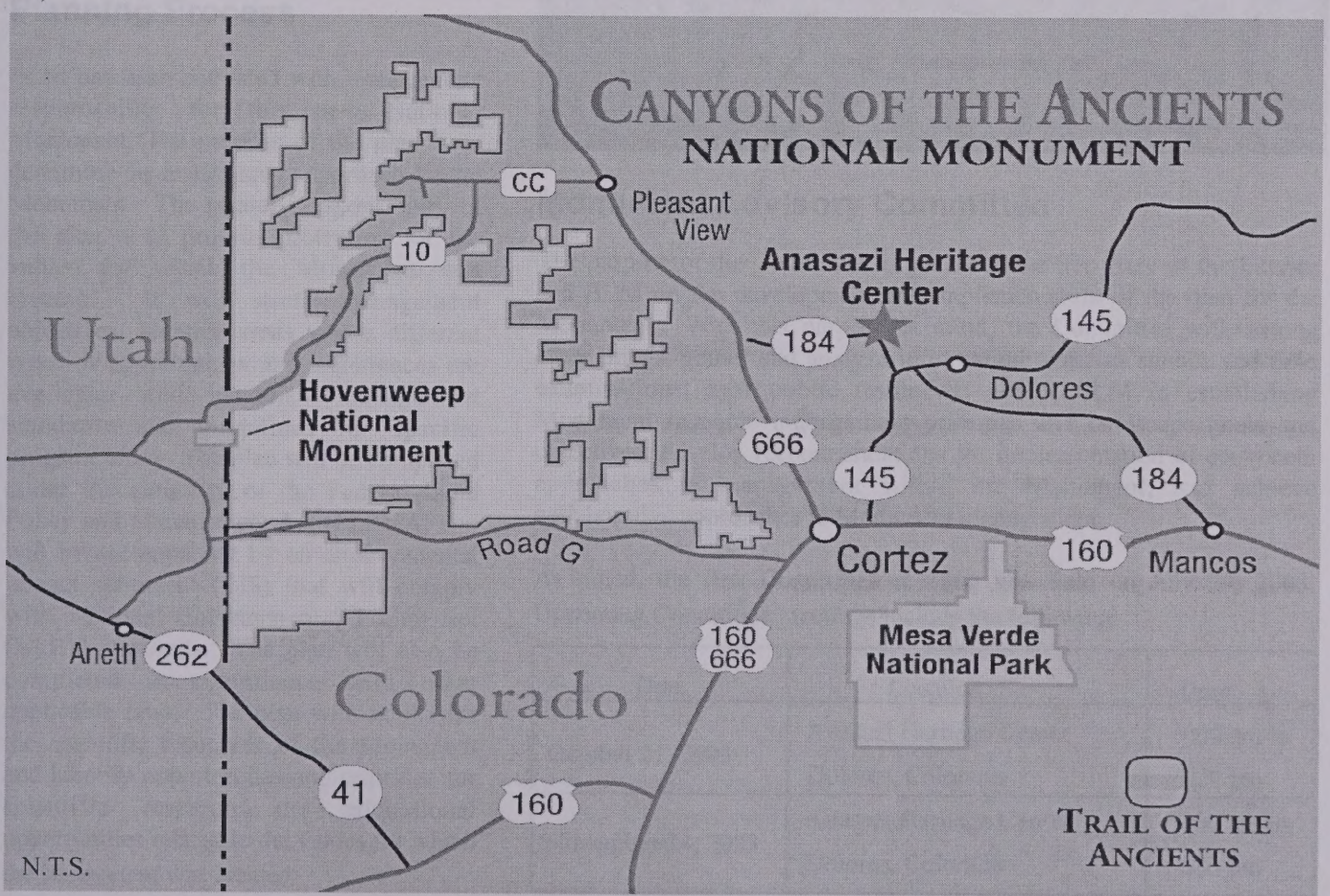
Canyons of the Ancients National Monument

Planning Newsletter #1

Canyons of the Ancients National Monument (Monument) is embarking on a multi-year planning process that will result in a resource management plan (plan) for the Monument. The plan will reflect significant public involvement from interested parties from inside and outside of Colorado, in addition to tribal, state and local governments. The Bureau of Land Management (BLM) is proud to be responsible for administering the Monument, but we need your help. This bulletin informs you about our planning process for the Monument and how you can become involved.

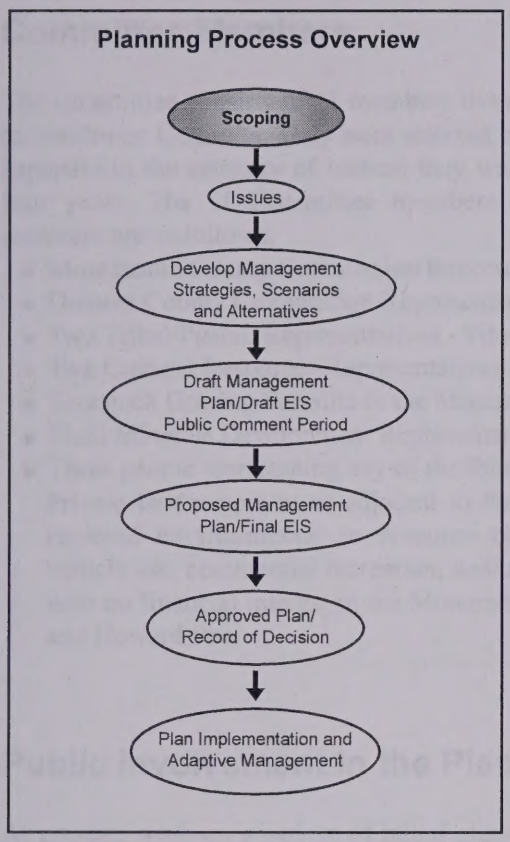
The Monument encompasses 164,000 acres of federal land administered by BLM, identified in the map below. The Monument is located in the Four Corners region of southwest Colorado, about 45 miles west of Durango, 3 miles west of Cortez and 12 miles west of Mesa Verde National Park. The Monument was designated on June 9, 2000 by Presidential Proclamation to protect cultural and natural resources on a landscape scale.

The Monument contains the highest known archaeological site density in the United States, with rich, well-preserved remnants of native cultures. The archaeological record etched into this landscape is much more than isolated islands of architecture. The more than 6,000 recorded sites reflect all the physical components of past human life: villages, field houses, check dams, reservoirs, great kivas, cliff dwellings, shrines, sacred springs, agricultural fields, petroglyphs, and sweat lodges. Some areas have more than 100 sites per square mile. The number of sites is estimated to be 20,000 to 30,000 total.



Canyons of the Ancients National Monument

Planning Newsletter #1

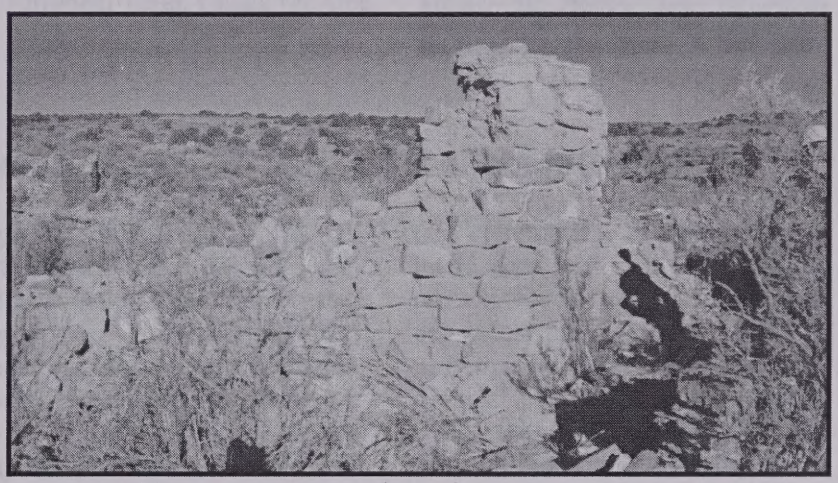

Planning Process Overview
Scoping
Issues
Develop Management Strategies, Scenarios and Alternatives
Draft Management Plan/Draft EIS Public Comment Period
Proposed Management Plan/Final EIS
Approved Plan/ Record of Decision
Plan Implementation and Adaptive Management

Planning Process

BLM has been entrusted with management responsibility for this new National Monument. The purpose of the plan is to determine the management approach for the Monument. The primary responsibility of the plan is to provide protection for the values for which the Monument was created. It will stress management objectives, identify areas where different types of opportunities and experiences are available, and establish management standards and guidelines for specific program areas. The plan will be completed under the authority of the Federal Land Policy and Management Act (FLPMA) and will be accompanied by an environmental impact statement (EIS) that will comply with National Environmental Policy Act (NEPA) standards. The plan will also be completed in compliance with other applicable laws. The plan will emphasize the scientific resources of the Monument and identify opportunities and priorities for scientific research and educational opportunities related to the values for which the Monument was created.

Planning Process Steps

The figure to the left provides an overview of the seven major steps in the planning process. BLM is currently at the beginning of the planning process, in the scoping phase. Some tasks in the process that have been completed to date include publishing a notice of intent in the Federal Register on April 24, 2002 to both prepare the plan and initiate the public scoping process. To assist with the development of the plan, services of the consulting firm Jones & Stokes were procured on September 9, 2002. A project planning meeting was held from November 4-6, 2002 to assemble an interdisciplinary Monument planning team consisting of specialists from BLM, the Forest Service, and Jones & Stokes. On June 6, 2003, in accordance with a directive from the Secretary of the Interior, a Monument Advisory Committee (Committee) was established, and the first Committee meeting was held on July 29, 2003. Lastly, a public participation plan has been completed.

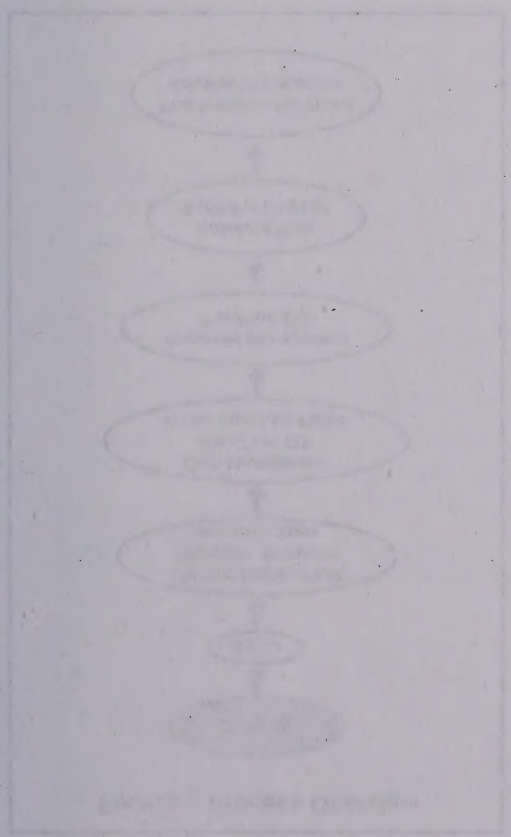


Monument Advisory Committee

The purpose of the Committee is to advise the Secretary of the Interior and BLM on the development and implementation of the plan for the Monument. With this purpose in mind, the Committee will, among other things, gather and analyze information; conduct studies and field examinations; hear public testimony; advise BLM in establishing Monument resource management priorities and landscape goals and objectives; develop recommendations for implementation of ecosystem approaches to management within the Monument; and achieve collaborative approaches to Monument management.

As noted, the first Committee meeting was held on July 29, 2003. Upcoming Committee meetings include the following:

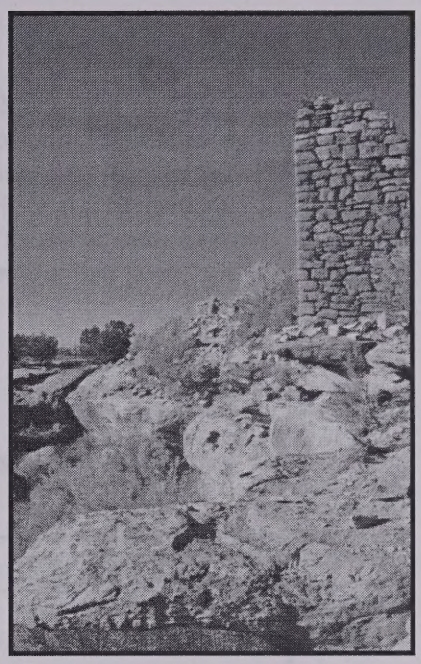
Date	Location	Time
October 21, 2003	Anasazi Heritage Center Dolores, Colorado	9:00 am to 3:30 pm
November 14, 2003	Anasazi Heritage Center Dolores, Colorado	9:00 am to 3:30 pm



Committee Members

The Committee consists of 11 members living in, or within reasonable proximity to, southwest Colorado. They were selected based on their knowledge and special expertise in the category of interest they were nominated for, and will serve for four years. The 11 Committee members and the category of interest they represent are as follows:

- Montezuma County Commission Representative - Glenn (Kelly) Wilson;
- Dolores County Commission Representative - Duane Gerren;
- Two Tribal/Pueblo Representatives - Tito Naranjo and Selwyn Whiteskunk;
- Two Cultural Resources Representatives - William Lipe and Mark Varien;
- Livestock Grazing Permitte in the Monument Representative - Chris Majors;
- Fluid Minerals Development Representative - Robert Clayton; and
- Three people representing any of the following:
  Private landowners in or adjacent to the Monument, recognized national or regional environmental or resource conservation organizations, off-road vehicle use, commercial recreation, and/or representing statewide perspectives with no financial interest in the Monument - Elizabeth Tozer, Chuck McAfee, and Howard Poe.



Public Involvement in the Planning Process

At present, work on a variety of initial planning tasks continues, including the formal scoping process. "Scoping" is a term from NEPA that describes the process by which federal agencies ask the public for help in determining the "scope" of issues to be addressed in the planning process. For several months, BLM has been soliciting ideas and comments about the Monument through the mail and the Internet. To further ensure a collaborative planning process, BLM has scheduled three public scoping workshops at the locations listed below. These meetings will provide further opportunity for public involvement and comment.

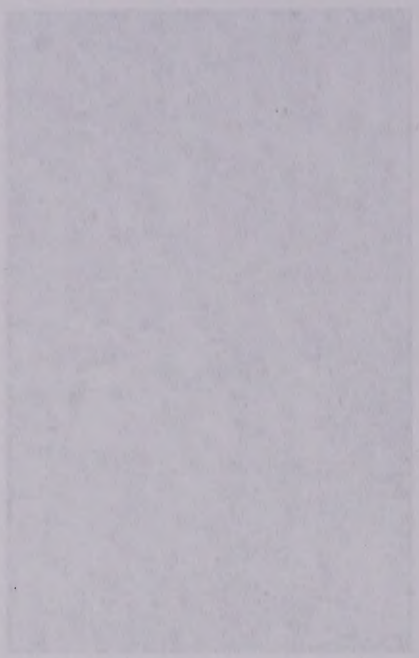
Date	Location	Time
October 21, 2003	Koko's Conference Center at 2121 East Main, Cortez, CO	6:30 pm
October 22, 2003	Durango Community Recreation Center at 2700 Main Avenue, Durango, CO	6:30 pm
October 29, 2003	Holiday Inn Denver West at 14707 West Colfax Avenue, Golden, CO	6:30 pm

Collaborative Efforts

Our commitment to developing an interactive and dynamic planning process which involves input from the widest possible area has led to meetings with many individuals and groups. In order to foster this collaboration, team members continue to meet with interested groups and individuals. Some of the groups with which the team has met or is in contact include: Colorado Historical Society, Colorado Department of Natural Resources, Montezuma and Dolores Counties, Native American tribes, USDA Forest Service, National Parks Service, U.S. Fish & Wildlife Service and others.

Scoping Comment Submittal

Written scoping comments can be submitted to: Monument Planner, Canyons of the Ancients National Monument, 27501 Highway 184, Dolores, Colorado 81323, or faxed to 970-882-7035 or emailed to: Colorado_CanmScoping@co.blm.gov. Scoping comments can also be submitted by completing and mailing the inserted Scoping Worksheet. The deadline for submitting comments for the formal "scoping" process is November 28, 2003. Comments mailed should be postmarked on or before this date. Comments submitted on or before this deadline will be most useful to the Monument during the development of plan alternatives, and will be incorporated into the Scoping Report. However, comments, suggestions and ideas will continue to be accepted and processed throughout the planning process.□



How You Can Be Involved

If you received this planning newsletter by mail or email, you are currently on the Monument mailing list. As a result, you will continue to receive future planning newsletters. If you did not receive this planning newsletter by mail or email, you are not on the Monument mailing list. To add or remove your name from this list complete the contact information located on the inserted Scoping Worksheet, and follow the directions for mailing it to the Monument. If you live in Colorado, please watch and listen for announcements in the local papers and on the local radio stations. While the planning team welcomes your comments and suggestions at all times, please remember that your input is particularly important in the early stages of the planning process, (e.g. scoping).

Planning Process Schedule

The proposed schedule for producing the major documents during the planning process is as follows:

Planning Document	Estimated Date of Availability
Preparation Plan	January 2001
Analysis of the Management Situation	February 2004
Scoping Report	February 2004
Draft RMP/EIS	October 2004
Proposed RMP/Final EIS	June 2005
Approved RMP/Record of Decision	September 2005

Bureau of Land Management
Anasazi Heritage Center
27501 Colorado Highway 184
Dolores, CO 81323

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How You Can Remain Informed

If you have access to the Internet, you can follow the progress of the planning process on the Monument's ***NEW*** plannning website at ***www.blm.gov/rmp/canm***. Our dedicated website offers another avenue to submit comments electronically and view and download geospatial data. The site also offers a complete listing of scheduled public meetings and Committee meetings (also open to the public), in addition to other items such as text of the Presidential Proclamation, Interim Guidance, and the Preparation Plan.

Thank you for your interest in this important process. We look forward to working with you. For further information, please contact:

Steve Kandell, Monument Planner
970/882-5600
www.blm.gov/rmp/canm (Monument planning website)
www.co.blm.gov/canm (Monument website)

Canyons of the Ancients National Monument
27501 Colorado Highway 184
Dolores, CO 81323

Place Stamp Here

Canyons of the Ancients National Monument
Attn: Steve Kandell
27501 Colorado Highway 184
Dolores, CO 81323

Canyons of the Ancients National Monument
Scoping Worksheet

Consider the questions on the reverse side of this page, then write down your thoughts about the future management of Canyons of the Ancients National Monument (Monument). Responses to these questions will be used during the development of plan alternatives.

Attach additional pages if necessary. Once you have completed the worksheet, fold, tape, and mail by November 28, 2003.

Public comments, including names and street addresses of respondents, will be available for public review during regular business hours (7:30 a.m. to 4:15 p.m.), Monday through Friday, except holidays at the

Anasazi Heritage Center
27501 Colorado Highway 184
Dolores, CO 81323

Individual respondents may request confidentiality. If you wish to withhold your name or address from public review or from disclosure under the Freedom of Information Act, you must state this prominently at the end of your comments. Such requests will be honored to the extent allowed by law. Comments from organizations or businesses will be made available for inspection in their entirety.

Resource Management Plan for the Canyons of the Ancients National Monument

Scoping Worksheet

1. What do you value about the Monument and why?

2. What activities or uses on the Monument are important to you and why?

3. What concerns or problems would have to be resolved before your vision of the Monument could be fulfilled?

4. How would you like to see the Monument's scientific, traditional, recreational, cultural, natural, and other resources managed?

5. Is there anything else you want to tell us?

If you would like to receive information related to the Monument's resource management planning process, please identify the type of planning newsletter you would like to receive when they become available and complete the contact information below.

Planning Newsletter ☐ Hard Copy ☐ Digital Copy

Name: _____ ☐ Add my name to the mailing list

Address: _____ ☐ Note corrections to my name or address

Email address: _____ ☐ Remove my name from the mailing list

Organization/Title (if applicable): _____ ☐ Withhold my name and address from public review

To make comments electronically, please email us at colorado_canmscoping@co.blm.gov. For more information on the Monument planning process, visit our planning web site at www.blm.gov/rmp/canm. Thank you for your interest in planning the future of the Monument.

Appendix C

Public Invitation to Scoping Workshops (Media Release)

San Juan Public Lands Center

15 Burnett Court
Durango, CO 81301
970 247-4874
www.fs.fed.us/r2/sanjuan
www.co.blm.gov/sjra/index.html

FOR IMMEDIATE RELEASE:
Oct. 6, 2003
PUBLIC INVITED TO WORKSHOPS ON PLAN
FOR CANYONS OF THE ANCIENTS NATIONAL MONUMENT

The Bureau of Land Management will hold three public scoping workshops on the resource management planning process underway for Canyons of the Ancients National Monument. At the meetings, the BLM will share information about the Monument and its ongoing planning process, and gather public input on issues and management concerns. All public comments will be evaluated in an environmental impact statement (EIS) for the proposed resource management plan. Workshops are planned as follows:

Date	Location	Time
October 21, 2003	Koko's Conference Center at 2121 East Main, Cortez, Colorado	6:30 pm
October 22, 2003	Durango Community Recreation Center at 2700 Main Avenue, Durango, Colorado	6:30 pm
October 29, 2003	Holiday Inn Denver West at 14707 West Colfax Avenue, Golden, Colorado	6:30 pm

These workshops are only one of many opportunities the public will have to offer input for management of Canyons of the Ancients National Monument. Written comments on the scope of issues to be addressed will be accepted until November 28, 2003.

Comments can be submitted to: Monument Planner, Canyons of the Ancients National Monument, 27501 Highway 184, Dolores, Colorado 81323, or faxed to 970-882-7035, or emailed to: Colorado_canm_scoping@co.blm.gov

For more information, contact the BLM at 970 882-5600.

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

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